

**EFFECT OF ORGANIZATIONAL GOVERNANCE
ON WOMEN'S PARTICIPATION IN DECISION-
MAKING**

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2010



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DEPARTMENT OF GENERAL AND CONTINUING EDUCATION
NORTH SOUTH UNIVERSITY, BANGLADESH**

DEDICATED
TO....

MY EXCEEDING TREASURED FATHER WHO HAS PASSED AWAY
20TH FEBRUARY, 2010

ABSTRACT

Equal participation of both men and women in decision-making process is essential for the sustainability of a country. In Bangladesh, over the last decades, women's employment has increased but compared to men, women are still at more vulnerable position. Their representation and participation in decision-making process is not satisfactory. Women's active participation in decision-making is not only important for ensuring equality, but also for establishing their right addressing their problem and challenges they faced in their workplace as well as social life. Within the organization, women face difficulties of balancing career and family demands and the greater difficulties female employees with families face climbing the organizational hierarchy. This study focuses on the organizational governance that means the governing system of the organization and has tried to analyze whether there is any relation with organizational governance and women participation on decision-making or not.

Governance indicators reflect the different experiences of governance mechanisms and processes by women and men in the extent to which they benefit from the impacts of governance. The broad components of governance are transparency and accountability in activity and process, access to information and participatory decision-making at all level including both men and women in the activity. Indicators of governance therefore need to reflect on people within organizations. Women workers are frequently disadvantaged by insensitive employers with the result that they are overlooked and not enough effort is put into helping them cope with their domestic responsibilities allocated to them by organization. Since few women workers reach senior organizational levels, female employees will want more women in senior positions. The attitude of males in the society as well as the overall organizational system is one of the main reasons for creating a hostile environment in the workplace.

Research findings shows that since women have considerable experience in balancing their work and family lives and in catering to the demands of their husbands' careers, organizational policy is an important element which helps to develop a culture within the organization to encourage women at work. People come into the organization with their own values, attitudes and preferences. Organizational forms, structures, norms and values also

help to shape the behavior and attitudes of people. Female employees emphasize the supportiveness dimension of their organizational cultures and will value support from their colleagues, especially for child care. It is the responsibility of the organization to institutionalize policy within the organization. In similar way, the access to information, proper communication and the participatory decision-making process considers the problems and challenges faced by women and creates women-friendly environment. Thus organization have important role through its governance help for ensuring participation of women as it empowers them to make their own decisions. That is why, to ensure women's participation in decision-making, it is important to more focus on the problems and challenges women faced in their organization. To identify these problems and challenges, the study of organizational governance can be an appropriate tool to come across the problems which ultimately will help to ensure more women in decision-making.

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LIST OF ABBREVIATION

BCS	Bangladesh Civil Service
CAMPE	Campaign for Popular Education
CPD	Centre for Policy Dialogue
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
DMC	Department of Mass Communication
ED	Executive Director
GO	Government Organization
HREOC	Human Rights and Equal opportunity Commission
ILO	International Labor Organization
M/D	Ministry/Division
MOI	Ministry of Information
MWCA	Ministry of Women and Children Affairs
NAP	National Action Plan
NGO	Non-government organization
NGOAB	NGO Affairs Bureau
USAID	United States Agency for International Development
UNFPA	United Nations Population Fund

ACKNOWLEDGEMENT

I would like to express my deep gratitude from the core of my heart to Almighty Allah, who has given me the strength to carry on in my hard times and for giving me the patience to bear the irretrievable loss of my life. During the research period, I have lost my father who was my all times inspiration and continuous support that have brought me to where I am now. I would like to pray for his departed soul and I wish almighty give him the peace of heaven.

I am very much grateful to the coordinator of MPPG program for selecting me as a student to take the course and I am also thankful to North South University for their friendly environment that made me aware of many thoughts.

Upon the completion of this study, I feel a deepest sense of gratitude to my Thesis supervisor Dr. Sk. Tawfique M. Haque, a man with true respect for learning, for his proper guidance and encouragement for this study. My sincere gratefulness is also due to honourable teacher Professor Salauddin M Aminuzzaman whose guidance always influenced my thoughts to track down itself on the way. I am also grateful to Professor Ishtiaq Jamil, for his keen interest in the study, his encouragement and his assistance in carrying out the research.

I would like to express my sincere gratitude to Fahreen Alamgir for her guidance, encouragement and continuous support. I am also grateful to my classmates; especially Jannat, Rawnak, Maruf, Naser, Sharbani, Rojina and all of my class mates, regarding their generous co-operation, encouragement and support during my research work. I should also thankful to Baniamin and Mahfuza for their support and back up.

My gratitude goes to the respondents for their patient hearing and answers of my questions. Finally, I am indebted to my mother, my husband, and my two brothers, the most precise gift of my life. I do not have words for their love, support, encouragement, and patience.

Maksuda Afroz

CHAPTER ONE: INTRODUCTION

1.1 Background of the Study

In recent years it has been widely recognized that women's active participation in decision-making is central to development and poverty alleviation. The Universal Declaration of Human Rights states that achieving the goal of equal participation of women and men in decision-making will provide a balance that is essential for the achievement of both transparent and accountable government and administration and to strengthen democracy and promote its proper functioning. As the country like Bangladesh is now striving towards democracy it must have an equal access for all women to participate fully in development and politics and they must have an equal say in decision making.

The trends of women's participation are showing a positive even better advancement of women in different sectors. During 1996-2000, the increase for male worker was only 1.2 percent whereas the increase for female worker was 14.4 percent which shows that the rate of increase of the female workforce is higher than that of the male workforce (CPD, 2000). But the important things need to be considered that although women's participation is widely visible in the construction, industry, electronics, garments, shrimp processing and local textiles, women's participation in formal sector is still negligible until the recent past. Where in the agriculture and production sector the participation of women was 72.1% in 2000 and 84.3% in 2006, in administrative, managerial and technical sector the participation of women is very low (4.9% in 2000 and 4.6% in 2006) which is not satisfactory. According to Gender Empowerment Measure (GEM) of Human Development Index, Bangladesh ranks 81 out of 93 countries in economic and political gender inequalities between men and women (HDR, 2008). The participation of women in the policy formulation and decision-making level is still very low.

During the past decade, increasing research attention has been paid to women participation and challenges faced in their workplace. Women can prove to be a valuable resource & an asset for the country with the abilities like handling multiple tasks simultaneously, which might not be that easy for male employee (Standing, 2004). Though, there are some cultural and religious challenges addressed by the researcher which hinder the participation of women in decision-making, organization is one of the critical factors which can play important role

for ensuring women's participation in organization (Chen, Foshand Foster, 2008; Dobbins and Platz, 1986; Poole and Langan-Fox, 1997). Women basically work more hours per day than men irrespective of income class which often leave heavy work burden on them and have a definite impact on women's mental health, and block their prospect in line of work (Ogiwara, Tsuda, Akiyama and Sakai, 2008). Workplace harassment of women is increasingly becoming a common phenomenon. Women in the workforce, especially those in professional and management positions, are doubly burdened by social traditions that expect workers to meet masculine standards at the office while maintaining their feminine role of nurturer at home. A survey conducted by Democracy Watch on harassment of middle class women in offices and found that harassment rate is very high among educated middle class women. Average levels of job satisfaction among women workers have been falling for 15 years, despite greater equality in the workplace and flexible working laws. There also continues to be significant workplace discrimination in relation to pregnancy, maternity leave and return to work (Human Rights and Equal Opportunity Commission (HREOC) 1999).

Recently the issue of governance is becoming a major area of concern for every organization in Bangladesh. The government of Bangladesh has taken different initiatives for establishing good governance in the Government Organizations (GOs). The private sector and Non-government organizations (NGOs) are also practicing good governance in their activities. Every organization has distinct pattern of governing system through which the activities are implemented. There are certain organizations that promote diverse & flexible culture. Their norms & values, conditions and work settings (work schedules, job titles, and physical environment) support positive relations between men & women (Denise.M 2003). On the other hand, there are some organizations where women's orientation, achievements, how works is organized and remunerated (Guy & Killingsworth, 2007) are patterned through and in terms of a distinction between male and female. The broad components of governance are access to information, transparency and accountability in activity and process; and participation at all level including both men and women in the activity. As participation is one of the most important components of organizational governance, it may have some direct or indirect effect on women's participation in decision-making. From this concept, the present study is an attempt to find out the relationship between organizational governance and the participation of women in decision-making.

1.2 Statement of the Problem

The sustainability of the economy of a country depends on the extent of the integration of women in public decision-making, and the inclusion of their needs and interests in policy (Husain and Siddiqi, 2002) which ultimately helps to ensure good governance. In Bangladesh, as women are more than fifty percent of the population, it is very important to utilize this part of population so that the talent of whole population is optimally utilized. Internationally, women's right to participate in decision-making processes at local, national and international levels were recognized by the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the Beijing Fourth World Conference on Women and the issue of gender equality was also focused by the Millennium Development Goals.

The constitution of Bangladesh in Articles 10, 19, 28 has also granted the right of women to work in all professions. However, women's organizations, donors, and nongovernmental organizations have influenced the Government of Bangladesh to introduce quotas for women. As a result, 10% quota was reserved for women towards ensuring women participation in the Bangladesh Civil Service (BCS). In health, education, public administration and defense their representation is comparatively very low which is only 4.8% in 2000 and 5.1 % in 2006 (Labour Force Survey, 2005-06). Not only that, the number of women in the Deputy Secretary and above position in the Civil Service is only 28 (Ministry of Establishment). It shows women's employment has increased all over the country but compared to men, women are still at more vulnerable position. Women's equal participation in decision-making is not only important to ensure social justice or democracy but also a necessary condition for women's interests to be taken into account. Though they are still employed in a narrow range of occupations, low status and minimal bargaining power, they are not still in a position to contribute their full potential. Though the participation of women in policy formulation and decision-making level is still very low compared to men, the problems and challenges women faced in their workplace as well as family life, are still neglected. As a result, the half of the country's population is not able to contribute to the country's progress. Different organizations have different system through which the organization is functioning. During the last decades, good governance is a major concerned area for organizations and participation of men and women at all levels of decision-making is one of the most important components

of governance. Besides this, still women's participation in decision-making is not satisfactory. What are reasons behind it? Does the organizational governance have any effect on decision-making or other things related with it?

1.3 Illustration of the Problem

“Without the active participation of women and the incorporation of women's perspectives at all level of decision-making the goals of equality, development and peace cannot be achieved” (Beijing Platform for Action, Critical Area G. para. 181). According to International Labor Organization (ILO s) the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), all human beings, irrespective of race or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity. Despite the recognition and governmental and non-governmental efforts, comparing to men (23.4%), only 6.7% women are occupying managerial positions (Labour force Survey, 05-06) which is far beyond the satisfaction. As a result, women have less control over income and assets, have a smaller share of opportunities for human development, have a subordinate social position and poorly represented in policy and decision- making (Huq, Parveen, 2006).

Women's active participation in decision-making is not only important for ensuring equality, but also for establishing their right addressing their problem and challenges they faced in their workplace as well as social life. A study on women in Bangladesh showed that the sex ratio for mental disorders was 2:1 and that for suicide was 3:1 (Ministry of Health and Family Welfare, 1999.) Another survey of 1,600 respondents from different levels of the public sector show that working women have an increased incidence of being single or divorced, married working women tend to have more housework responsibilities, and working women have fewer children or are childless (Tower and Alkadry,2008). A technical report of the ILO compiled in 2001 noted that the scale of sexual harassment increased considerably in the last two decades. The ILO report further noted that those at particular risk of harassment include women in male-dominated occupations or in situations where a large number of women are supervised by a small number of men. Workers in temporary, casual or part-time work are also vulnerable. Not only that, many job conditions which include heavy workload demands;

little control over work; role ambiguity and conflict; job insecurity; poor relationships with co-workers and supervisors, contribute to stress among women.

Many organizations also lack policies which respond to family issue which ultimately hinder the progress as well as equal participation of women in their workplace. So, the problem is that although quotas have increased the total number of women, their representation in the decision-making process has not yet been ensured. Women exercise less authority (Alvesson and Billing, 1997), have less access to higher paying positions than do men, and managerial positions are mostly the province of men (Kalia, 2004). There should be discussion on this issue which needs more women in senior positions, who can pursue such cases and only then probably the voices of these harassed women will be heard. But in Bangladesh, the participation of women in the policy level is still very low. Now it is the time to draw the attention of social thinkers and other concerned persons about the participation of women in decision making in Bangladesh so that their issues are properly being addressed and women can contribute their full potential.

1.4 Literature Review

Literature review is a continuous process that helps building the conceptual and theoretical framework about the work. It also helps in examining previous experiences in related fields and to identify the knowledge gap in the field of proposed research. However, a number of books and journals for taking basic theories, some manual and guidelines and few other available relevant studies are reviewed for the purpose of the present study. The studies and previous works are reviewed in the following sequential order:

“A policy paper on women and urban governance” was published in 20 November 2000 by UNCHS (Habitat). This paper addresses two aspects. One is women’s increased representation in decision-making. The second is greater attention to issues of concern to women. While the emphasis is on the need for empowerment of women, the policy goal is gender equality, meaning the involvement of both women and men, and attention to issues of concern to both. This paper presents the policy implications emerging from analysis. The important issues that policy needs to address are outlined in relation to current ongoing efforts to address them.

Panday (2008) in his article tried to consider the issue of quotas for women whether it really do ensure the representation in political decision-making or not. In his article he illustrates how women were treated and often neglected by their male counterparts in office. He suggested that to ensure full participation in decision-making, it is necessary to overcome the rigid social and cultural barriers that women are still facing.

A study conducted by Daffodil International University (Abdullah, Jahan, Saha 2008), focusing on difficulties and stresses to the working women face at work and in family life in many developed and developing countries including Bangladesh. This study focus the hazards and occupational strains of working women identifying various elements of the job situation such as lack of job security, social protection, interpersonal relations at work, responsibility conflict and uncertainty, lack of autonomy and participation at work, organizational arrangement and atmosphere, career prospects, work and family balances issues, disproportionate work load, health and safety risks, low wage etc. In this paper among other factors Gender is accounted as one of the major factors for differences in job stress at the workplace. According to the study conducted by the National Council of Women of Malta (NCW) in 2006, besides the family barriers long working hour (75% of the respondents) and sex (30% of the respondents) are two major barriers within organizations for obtaining decision-making positions.

Tower and Alkadry (2008) in their article explained the issue of social cost of women in their workplace. Women have an increased incidence of being single or divorced, married working women tend to have more housework responsibilities, and working women have fewer children or are childless. According to the article Organizations can be described as workplaces designed for men, but inhabited by women, “When women enter the workplace, women could adjust to meet the demands of the organization.”

A study of 399 employees was held in Japan, using the National Institute for Occupational Safety and Health General Job Stress questionnaire, addressing gender-related stresses of working women in Japan. This study suggested that in a male-dominant socio culture, the establishment of modified and supportive interpersonal relations within workplace environments is essential to improve the mental health of working women.

In Bangladesh, though women are now engaged in economic activity of earning a livelihood as much as men but they have unequal opportunities in both personal and career development because men still hold a different attitude towards women's employment. "Many job conditions which include heavy workload demands; little control over work; role ambiguity and conflict; job insecurity; poor relationships with co-workers and supervisors; and work that are narrow, repetitive, and monotonous, contribute to stress among women. Other factors, such as sexual harassment and work and family balance issues, may also be stressors for women in the workplace" (Abdullah, Jahan and Saha, 2008). Still in many cases women are not considered fit for gainful employment and economic activities and the number of women on higher positions is appallingly low.

Negrin suggest that actual and potential access to organizational decision making would provide a more comprehensive basis for the empirical assessment of gender-based gaps in wages and the induction of women-friendly policies.

With the increasing demand, new work patterns place additional demands on workers which create new opportunities for employment and personal development. But common perceptions of the value of women's work and skills hinder the opportunity of women when introducing new technology. Women and men do not experience technological change at work in the same way. As men are more likely to get training, both at school or college and at work, before women, they got the priority of training for the more challenging technical skills and management which also put them in a better position to get jobs using more advanced forms of technology. (Ponniah and Reardon, 1999).

Justice Nazmun Ara Sultana, 2004 in a dialogue arranged by Centre for policy Dialogue said that, "Our society has failed to ensure a congenial environment for working women in the work place. Our constitution has granted equal treatment for men and women in all spheres of life. Even some laws have been enacted to meet particular requirements of women workers and special protections like the Maternity Benefit Act, 1939, Mines Maternity Benefit Act, 1941. But in many cases laws enacted for safeguarding the interest of women worker are not implemented."

Almost all the authors and researchers have considered the necessity of women's participation in decision-making. Women in governance are necessary to promote gender and income equality, to achieve socio-economic emancipation and to realize social justice and equitable development with rapid economic growth. There are several social, cultural, and religious challenges faced by the women which hinder their participation. Organizational culture and behavioral differences have been addressed extensively by some researchers specifying the issues like the unbalanced power and authority exercised by men and women in their workplace (Ponniah and Reardon, 1999), continuous criticism by men when women make a decision (Pandey, 2008), difficulties and stresses in job situations (Abdullah, Jahan and Saha, 2008), lack of opportunity in the decision-making process (Pandey, 2008). In broad sense, Luthans, Robbins, Davis, Griffins, Mullins and other writers suggest that organizational system is an important component which has some direct and indirect effect on workers satisfaction that can help them to utilize their full potential. Though there are some indications, but no such study has been done on the relationship between organizational governance and women's participation in decision-making. As a result the present study is an attempt to find out the relationship between them. The focus of the study is to chalk out the effect of organizational functioning system or organizational governance on women with analyzing the policy and the way of implementation of the organizations and try to find out whether there is any relationship with the participation of women in decision-making or not. However, the main research question is "Does the organizational governance have any effect on the participation of women in decision-making?"

1.5 Objectives of the Study

The broad objective is to find out the relationship between organizational governance and the participation of women in decision-making.

1. To analyze the organizational governance system and its effect on women.
2. To find out the relationship between the organizational governance and participation of women in decision-making.

1.6 Research Questions

Does the organizational governance have any effect on the participation of women in decision-making?

1. What is the effect of the organizational governance on women?
2. Is there any relationship of organizational governance with the participation of women in decision making?

1.7 Significance of the Research

The Fifth Five Year Plan (1997-2002) of Bangladesh recognizes that inequality between women and men in different spheres in Bangladesh limits the country's ability to achieve its full potential (Ministry of Planning, 1997). However, there are certain elements like job segregation; wage gap; sexual harassment, poor performance evaluations; that have been hindering the development of women as a part of formal work life and women are still neglected by their male counterparts (Pandey, 2008). Women are not safe and protected at their workplaces as they are often subjected too much exploitation, domination and harassment by their male counterparts and stresses at workplace threaten women's personal insecurity that ranges from their psychological to physical domains. Considering the overall problem, it can be said that this study is very significant for the organizations as well as policy maker to pay serious attention to this hidden problem of social costs that affect women and hinder their participation in organization so that the organization can fully utilize the full potential of the country. Considering the policy and the way of implementation within organization which may be termed as organizational governance, this study will focus only the organizational governance and will try to analyze its ultimate effects on women's participation in decision-making.

1.8 Scope of the Study

With increasing the opportunity for education, it is also important to find out the challenges that women faced in the working environment and try to ensure the participation of women in decision-making so that they can fully contribute to the national economy. The aim of the

study is not to show how extremely women's are discriminated through the organizations or not to focus the negative attitude of the male colleagues of the organizations. The study will help to identify the facts and challenges that hinder the participation of women in decision-making and will try to find out the relationship with organizational governance which is very important for any organization to take necessary initiatives for ensuring the participation of women. While it will not be possible for organizations to remove all the discrimination of the working environment are causing most difficulties in one day. However this study is an attempt to create space for the policymaker for discussion in order to ensure active participation on women in decision-making.

1.9 Operational Definition

Organizational governance: Organizational governance is defined as the policies, processes, and structures used by organizations to direct and control its activities, achieve its objectives, and protect the interests of its diverse stakeholder groups. In the present study, organizational governance is used to mean as the organizational policy and organizational structures (Both formal and informal) used by the organization to direct and function it's activities.

Women's Participation in Decision Making: Participation in Decision Making is referred to as the employees' perceived involvement and influence in the decision making process in an organization that has a direct and indirect impact on their jobs. (Cohen, Chang & Ledford, 1997). Women's Participation in Decision Making is defined as the representation of women in different bodies such as consultative committees and the direct participation through opinion and involvement in planning and implementation of programs and development activities.

Effect: Effect refers to the result of something, the power something might have to get that result. In the study, it is viewed as a consequence that follows and is caused by some previous phenomenon.

1.10 Limitation of the study

The study has some limitations as well. Some of the limitations of the research have in below:

- ❑ This research is concentrated on the policy, structure and culture of the organization when describing organizational governance of the organization. However, it was not possible to explore all relevant dimensions of these three aspects.
- ❑ The research was carried out within limited time and financial resources. Data were collected through two months of field work.
- ❑ Data presented in this research are qualitative and analysis is based on the data collected by interview and secondary sources.
- ❑ Lack of proper documentation is a common feature of government organizations that contributed difficulties in getting accurate and detailed information for the research.

1.11 Chapter Outline

The remainder of the thesis has been structured into five chapters. Chapter two deals with theoretical consideration which illustrates different theory related with organizational governance and women's participation in decision-making. With based on this theory, an analytical framework was also developed for the study. Chapter three presents the methodology and study design techniques employed in this research.

Chapter four describes the findings of the study including organizational governance system exist in different organization, the similarities and differences between these different governance systems. It also embodied the overall description of the study area. Chapter five analyzes the organizational governance system of the two selected organization and try to find out the relationship of the organizational governance system with the participation of women in decision-making. Finally, it represents the summary of findings, and conclusion.

CHAPTER TWO: THEORETICAL AND ANALYTICAL FRAMEWORK

2.1 Introduction

Governance is the process of decision-making and the process by which decisions are implemented (or not implemented). The major objective of this research is to analyze the relationship between organizational governance and women's participation in decision-making. The assumption is that organizational governance affects women's participation in decision-making. It means whether the policy, process of decision-making and how it is implemented in an organization may increase or decrease the participation of women in decision-making or not. This assumption is derived from previously conducted research and findings (Negrin, 2004; Kalia, 2004; Denise.M 2003; Guy & Killingsworth, 2007; Jamil, 1998; Hofstede, 1997; Kjaer, 2007). The aim of this chapter is to develop a conceptual framework by highlighting both dependent and independent variables. This chapter is divided into two parts. The first part is the theoretical background and the concept of organizational governance. The second part deals with the analytical framework along with variables of this study.

Before discussing the theoretical framework of this research with regard to dependent and independent variables, it needs to be clear the meaning and concept of organizational governance.

2.2 Meaning and Concepts of Organizational Governance

The term "governance" is a very versatile one. According to the political scientist Roderick Rhodes, the concept of governance is currently used in contemporary social sciences with at least six different meanings: the minimal State, corporate governance, new public management, good governance, social-cybernetic systems and self-organized networks (Rhodes, 1996). As a process, governance may operate in an organization of any size: from a single human being to all of humanity; and it may function for any purpose, good or evil, for profit or not. It consists either of a separate process or of a specific part of management or leadership processes. It can be used in several contexts such as corporate governance, organizational governance, international governance, national governance and

local governance. Governance was proved, used defined as early as in the fourteenth century. The definition of the term at that time had two sets of usage. In the first sense, it meant action, method or function of governing. In the second sense, it included action or manner of governing. In the case of a business or of a non-profit organization, governance relates to consistent management, cohesive policies, processes and decision-rights for a given area of responsibility.

Organizations are simply groups with two or more people that share a certain set of goals and meet at regular times. However, Organizational governance can be describe as the policies, processes, and structures used by organizations to direct and control its activities, achieve its objectives, and protect the interests of its diverse stakeholder groups in a manner consistent with appropriate ethical standards. It strives to identify ways in which people can act more effectively. In this study, it is defined as the policy and the way of implementation of the organizational activity within the organizational settings.

2.3 Theoretical Background of the Study

From the empowerment and governance perspective, participation and decision making is very much essential to ensure the gender mainstreaming in any governance perspective. This study was intended to find out the organizational governance and their influence in women's participation in decision making. Although social and political power embraces fundamental elements for challenging power relations, they are apparently intertwined since information, knowledge; skill and participation in organizations are basic to those collective actions designed to further women's rights and involve political participation (Friedmann, 1992). Participation is a means of decision making. Gender equality in these decision-making is vital, both for enabling far-reaching social change and for empowering people excluded from decision-making on the grounds of their gender (Brody, 2009).

From another view point, governance is about power, relationships and accountability: who has influence, whose voice is heard, who makes decisions, and how decision-makers are held to account. As such 'good governance' is an issue for all individuals, agencies and organizations (state, private sector and civil society) that hold power in making decisions affecting access to rights. Governance is the institutional capacity of the organizations. From

institutional perspectives, governance is about affecting the frameworks within which officials act and politics occurs and which shape the identities of the institutions (DiMaggio and Powell, 1983; Meyer and Rowan, 1977). Scott (1995) indicates that, in order to survive, organizations must conform to the rules and belief systems prevailing in the environment, because institutional features, both structural and procedural, will earn the organization legitimacy (Dacin, 1997; Deephouse, 1996; Suchman, 1995). In similarity, institutional theory considers the organization as the processes by which structures; including rules, norms, and routines, become established as authoritative guidelines for social behavior. It inquires into how these elements are created, diffused, adopted, and adapted over space and time; and how they fall into decline and disuse (Scott 2004). It will be clear through Scott explanation where he considered organizations as social structures that are composed of three main pillars. These are cultural-cognitive, normative, and regulative elements that, together with associated activities and resources, provide stability and meaning to social life (Scott 2004). Three pillars are:

1. Regulative Factors - that depend more on external controls—surveillance and sanctioning—are more likely to elicit strategic responses.
2. Normative Factors which rely more on internalization processes, are less likely to induce only lip service or resistant responses.
3. Cultural-cognitive Factors which rest on more deeply set beliefs and assumptions

Thus a broad institutional definition refers to governance as the setting of rules, the applications of rules and enforcement of rules (Kjaer, 2007). The four pillars of the governance framework, i.e., strategy and direction, structures and relationships, performance monitoring, and compliance and accountability will also help to ensure the whole governance framework functions properly (Cameron, 2003). However, organizations are transmitted by various types of carriers, including symbolic systems, relational systems, routines, and artifacts. Institutions operate at different levels of jurisdiction, from the world system to localized interpersonal relationships. Institutions by definition connote stability but are subject to change processes, both incremental and discontinuous.

But governance mechanisms refer to the organizational processes that provide answers to the question how well is the organization managed and are demonstrated through the assessment

of leadership, direction and control, authority, stewardship, and accountability. Leadership refers to how well the chair and board set the strategic vision and direction for the entity and add value to the program. It relies on clarity about roles and responsibilities and compliance with ethical and governance standards. Stewardship refers to the structures, systems and processes for decision making and control, communication and financial responsibilities, risk management and compliance. Accountability addresses standards of behavior and systems in place, for risk management and reporting procedures. According to Rational choice theory of governance explains organizational governance as the facts and patterns of rule entirely by analyses of individuals acting. It models individuals acting on the assumption that they adopt the course of action most in accord with their preferences. The dominance of the micro level in rational choice theory raises issues about the origins, persistence, and effects of the social norms, laws, and institutions by which they governed. Rational choice theorists argue that institutions structure people's strategic interactions with one another: Stable institutions influence individuals' actions by giving them reasonable expectations about the outcome of the varied courses of action from which they might choose.

Some researchers agreed that women are mostly the victims of organizational stress (60% of employed women cited stress as their number one problem at work) and considering organization as an important cause for occupational stress they suggested that the most effective way of reducing occupational stress is to eradicate the stressors through organizational and job redesign interventions (Abdullah, Jahan and Saha, 2008; Kalia, 2004; Pfeffer & Davis- Blake, 1987; Alvesson, 2002) which includes increasing job control by ensuring their participation in decision-making. They also put emphasize on women-friendly policies to encourage women to participate effectively in the developmental process.

However, the principles which enable good governance are governance policies, infrastructure and actions to be taken to implement various good governance measures. The latter refer to staff composition including selection and skill profiles, the method of appointment of, structure and membership of other committees and board operations and procedures. These complement the mechanisms for achieving good governance. According to cultural theorists, culture is a determinant of variations in organizational process and structures and organizational variables such as decision-making is culture specific (Jamil, 2007). It means not only the policy and, but also the structures including both formal and

culture of the organization is important determinants for organizational governance for ensuring participation in decision-making. Because people act on beliefs, ideas, or meanings—whether conscious or not—we can explain their actions properly only if we grasp the relevant meanings.

Governance is founded on stakeholders' ability to claim entitlements in three broad areas: the right to participate in decision-making; the inclusion of people's needs and interests in policy; and the allocation of resources (Baden, 2000). The ability to claim and exercise these entitlements is based on gender roles and relations of unequal power. From these perspectives, any governing system requires an equal and effective participation of women. With this theoretical consideration, this study hypothesizes the organizational governance under the concept of organizational policy and organizational structure (both formal structure and culture) to analyze the relationship with women's participation.

2.4 Analytical Framework of the Study

2.4.1 Dependent variable: Women's participation in decision making

Participation in Decision Making is defined as the employees' involvement and influence in the decision making process in an organization. Measuring women's participation only by the numbers of women represented in governance structures may not reflect the true picture. For example, an organization may have a high number of women, but do not allow women to participate in power-sharing and decision-making processes. Therefore, it would be valuable to measure women's real participation in decision-making; whether women involve in policy making, how they vote on decision, and how active they are in committee.

Participation, like democracy, has meant many things to many people. Arnstein (1969) define participation as power. It is the redistribution of power that enables to be deliberately included. It is the strategy of determining how information is shared, goals and policies are set, tax resources are allocated, programs are operated, and benefits like contracts and patronage are parceled out. Participation without redistribution of power is an empty and frustrating process for the powerless. As a process, participation is seen as a permanent feature of development and a technique to facilitate people to have a more direct involvement

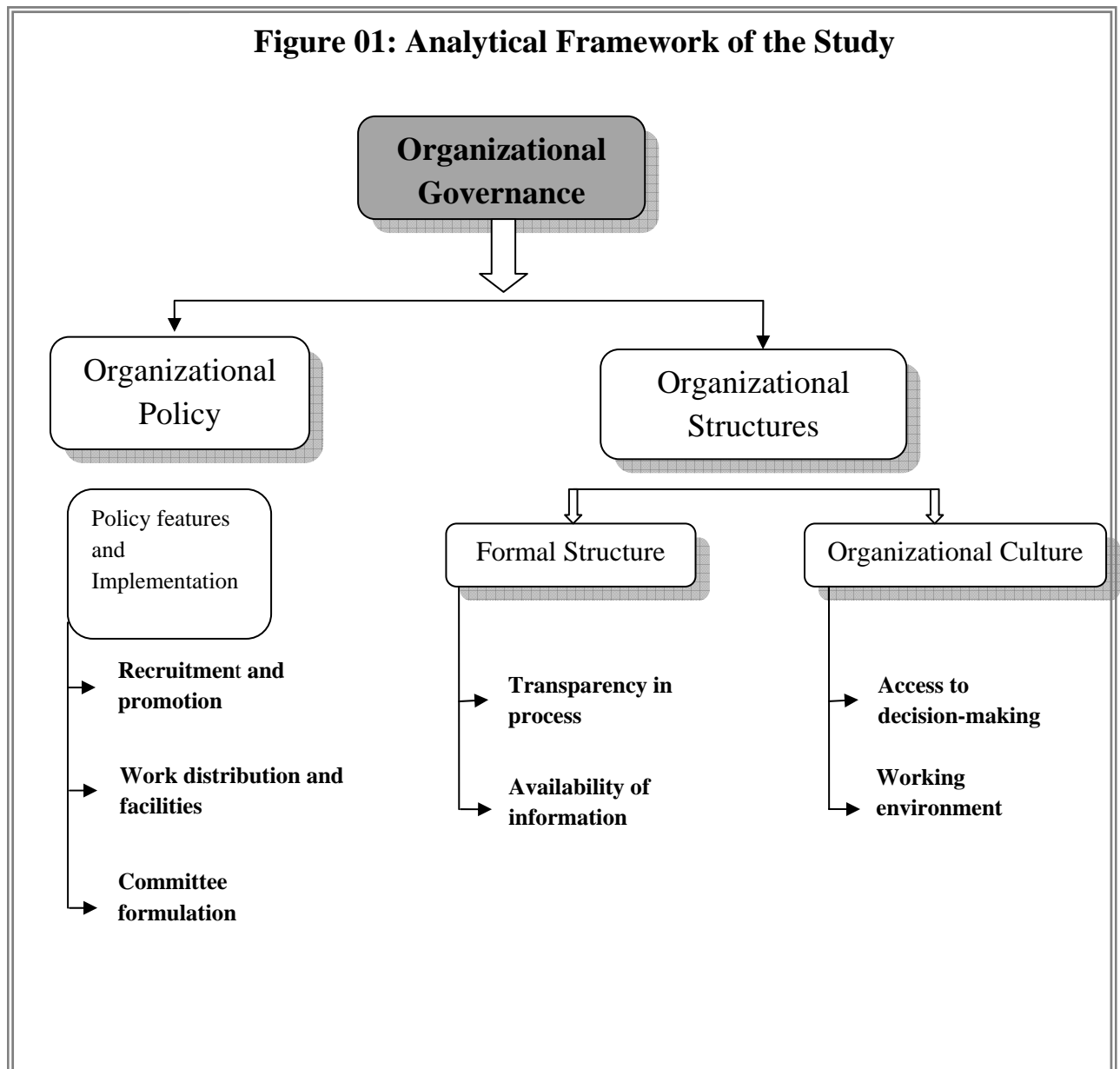
in development (Khan 1993). In the same way, participation in decision making means identifying problems, formulating alternative planning activities, allocating resources. Considering the above definition, the participation in decision making can be defined by both the representation in different bodies and also the direct participation through opinion and involvement in planning and implementation of programs and development activities.

However, women's participation in decision-making is women's equal access to and full participation in power structures and decision-making. Here the participation of women in decision making can be defined by both the representation of women in different bodies such as consultative committees and also the direct participation through opinion and involvement in planning and implementation of programs and development activities.

2.4.2 Independent variable: Organizational governance

The first objective to study organizational governance is to describe systematically the process of governing under a variety of conditions, the second goal is to understand the forms and structure of the organization, the final one is to find out the implementation strategy and the way of functioning. The organizational governance system is defined by, e.g., its legal documents (articles of incorporation, by laws, roles of officers, etc.), mission, goals and strategies, policies and procedures, operating manuals, etc. The organization is depicted by its organizational charts, job descriptions, marketing materials, etc. The organizational system is also maintained or controlled by policies and procedures, budgets, information management systems, quality management systems, performance review systems, etc. Organizational governance as a system has various inputs which are processed to produce certain outputs that together, accomplish the overall goal desired by the organization. Considering the overall theoretical background, organizational governance can be considered as organizational set-up, policy options and management functions and a complex set of forces affects the participation which forces can be classified as policy, structure including people, technology and the environment in which the organizations operates.

Figure 01: Analytical Framework of the Study



2.5 Operational Definition of Indicators

1. Organizational Policy (Policy features and implementation)

Policy is not simply a decision, but a product of negotiations between participants (de Leeuw, 1993; Coumans and Springett, 1997). Policy is a course or method of action selected, usually by an organization, to guide and determine present and future decisions and positions on matters of employee's interest or social concern. Milio defines policy that 'sets the range of possibilities for the choices made by public and private organizations, commercial and

voluntary enterprises, and individuals' (Milio, 1988). It is the direction through which the organization selects its activities.

In this study, organizational policy is characterized by the existing policy, code of conduct, manual etc which give the direction to the employee and guide their behavior. The major concern to analyze the existing policy is to see whether the organization policy and its implementation at organizational level can help to motivate the women employees to involve in the decision-making process or not. The pre-conception is that if an organization directly focused the issue of women's participation in their policy, it may have some effect on women's participation in decision-making.

1.1 Recruitment and promotion: This variable indicates how organization encourages women through the recruitment and promotion process. Here the assumption is that if organization through their policy focused women's participation on recruitment and promotion, it will help to promote more women in the organization (Coumans and Springett, 1997).

1.2 Work distribution and facilities: It indicates distribution of work and facilities within the organization among employees. This variable indicates that if the policy addressed the work distribution and facilities in a way which recognized the problem and challenges of women, helped to promote more women in decision-making (Guy & Killingsworth, 2007).

1.3 Committee formulation: It addressed the structure and functioning of the committee within the organization. The assumption through this variable is that if the policy focused the participation of women in committee, it will help to promote more women in decision-making.

2. Organizational structures

Organizational structure consists of both formal organization (the routine and that guide and constrain behavior) and informal organization (the patterns of social relationships that exist "outside" the formal structure of the organization). Organizational structure can be explained

through the relationships of authority and communication. Structure of authority encompasses the hierarchy that is generally characterized by top-down approach and structure of communication explains the access of the employee to information and participation.

2.1 Organizational Formal Structure

2.1.1 Transparency in process: In the structure of communication, the process of decision-making is more transparent. If the process of decision—making in an organization is more transparent to the employee, it will help to know more about the plan and programs which help the employee, especially women to develop them and ensure participation in decision-making. On the other hand, in the structure of authority, there exist lacks of transparency which hinder the participation, especially women as they are more vulnerable (Cameron, 2003).

2.1.2 Availability of Information: It describes the access to information that means whether the information is available for both men and women or not. The accessibility and availability of information is very much essential for ensuring participation. Access to accurate and timely information about policies and programs can be vital for decision-making and as well as other issues. Where there is easy access to information, there is more scope for women to participate. Information helps women to be more confident and to involve in decision-making process. The organization which maintains the availability of information for both male and female in an equitable way promotes a culture which helps employees both male and female of any position to participate in decision-making (Friedmann, 1992).

2.2 Organizational Culture

Commonly, an organization's culture is defined from an integrative perspective where it is believed to consist of those beliefs, assumptions, values, norms, artifacts, symbols, actions, and language patterns shared by all members. It has been noted by the Center for Asia-Pacific Women in Politics that the empowerment of women in terms of access to decision-making

positions is considerably affected by cultural stereotypes that exist in most societies. The major forms of cultural stereotypes include that

1. Women's primary responsibility is to take care of the family and children, and it is only a secondary obligation to get involved in work. ,
2. women lack experience and thus are not capable of assuming leadership positions,
3. the public domain is mainly for men, while the private household domain is for women,
4. women's involvement in the public sphere should be an extension of their roles in the family sphere

(Center for Asia-Pacific Women in Politics, 2000)

Cultural norms which are sustained by the powerful institutions of family, caste, and religion, operate as both a restriction on a woman's mobility and an impediment to her participation in the public sphere (Pandey, 2008). From this point of view, the study considered culture as an acquired body of knowledge where the common interpretation and understanding of shared meanings among members give the organization its identity and its members a sense of identity.

2.2.1 Access to Decision-making: It indicates how the decisions are made within the organization and whether the organization maintains any procedure for ensuring women's participation in decision-making or not. Participation has to be initiated. Someone then manages a process over time, and allows others involved more or less control over what happens. It may be difficult for the organization both to control access to funds and other resources and to play a neutral role in facilitating a participation process. The initiator is in a strong position to decide how much or how little control has to be allowed. Organization process is very much helpful for women. The organization which maintains the participatory decision-making process fostered and initiated a culture which helps employees both male and female of any position to participate in decision-making, especially the women as they are socially not used to participating in decision-making.

2.2.2 *Working environment*: It implies the overall working environment within the organization including the norms and behavior of the employees with their female colleague within the organization. The preconception is that if the organization environment regarding the employee behavior of the organization is supportive for women, women can participate more in decision-making.

2.6 Conclusion

Upon the background of the theoretical discussions, this research is designed by taking into account the mentioned facts. Organizational Governance is the independent variable and women's Participation in decision making is the dependent variables of this study. To give empirical ground to the analytical framework, the following chapter will deal with the methodological approach used in this research.

CHAPTER THREE: METHODOLOGY

3.1 Introduction

A methodology is the underlying principles and rules of organization of a philosophical system or inquiry procedure. A method involves a process or techniques in which various stages or steps of collecting data or information are explained and the analytical techniques are defined (Abedin Z. May, 1996). Every study is a series of activities, which are logically and operationally link together. Logical and operational link make a study viable in the context of result and economical use of time and money. So a proper methodology is very much essential for successful completion of the research within due time and money. It is the guideline of researcher which describes the procedures that have been followed to operationalize the research design for the collection and analysis of the information and data in confirmation with the research. The steps which will be following for this study are discussed below:

3.2 Comprehensive Literature Review

This stage has been conducted mainly for formulating the goal and objectives as well to have a clear perspective on the topic and the subject matter of the study. The major tasks under this stage are

Inception: the issues, goal and objectives have been identified from the preliminary literature survey. Preliminary literature review was conducted to identify the goal and objectives; the importance has been given on the following matters

- i) what studies have been carried out so far on this issue;
- ii) what has been recommended in those studies;
- iii) what should be the real focus of the problem;
- iv) The identification of the problem from the past and current research.

At the first part of literature review, different literatures have been reviewed to get a comprehensive knowledge about the literatures and theories regarding the issues of the study. “Organizational governance”, is the main focus of this study, so a wide variety of literatures,

writings and papers has been reviewed to get a clear concept about the meaning and importance of organizational governance and causes behind the low participation of women in decision-making.

3.3 Conceptualization

Though there are some socio-cultural problem still existence, some researchers addressed Organizational differences as a crucial factor specifying the issues like the unbalanced power and authority exercised by men and women in their workplace, difficulties and stresses in job situations which hinder the participation of women. Every organization has its own norms, rules, process and behavior through which the control or we can say power is exercised that can be termed as organizational governance. Considering the organizational governance as an important factor, this study will focus only the organizational governance and will try to analyze its ultimate effects on women's participation in decision-making. The broad research question is "Does the organizational governance have any effect on women's participation in decision-making"?

3.4 Selection of the Study Area

Selection of the study area is a quite difficult task in case of all the time. For selecting of the study area, a number of literatures are studied. The present study has been selected on the basis of observation of the present situation of the participation of women and their problems in working organization. Literature review shows that the participation of women can vary from organization to organization and their activities. Considering this issue, the present study has selected two organizations from different sector. One organization from government sector and one from non-government sector are selected for this purpose. The reason for selecting organizations from both sectors is to see the diversification of the organization. The study area has selected based on some main criteria which are taken from the operational definitions.

The criteria are:

1. Both the organizations covered the whole Bangladesh throughout their activity.
2. Both the organization's ultimate goal is to increase awareness and motivate the people.
3. Both the organizations have no direct focus on gender, but they have some focus on the issue through their activities.

The Department of Mass Communication as Government Organization and Campaign for Popular Education (CAMPE) as Non-government Organization has selected for this study. The Vision of both the organization is a democratic, educated, and humanitarian and poverty free Bangladesh. Both the organization is working for increasing awareness among people through advocacy and motivational program. The reason behind selecting two organizations from different sector is to see the diversity and whether there is any difference or not.

3.5 Preparation for the Base of the Study: A Reconnaissance Survey

Reconnaissance survey is the preliminary survey to know the present condition of the study area. The field work was carried out from the middle of March to the middle of May 2010. The dependent and independent variables of the study were identified and efforts were made to operationalize the variables in order to get proper information from the field.

3.6 Data Collection

For conducting the study efficiently and easily, possible data sources enlisting are the first work. These data sources are basically relevant with the core concept of the study. To meet the objectives of the study, information was collected both from primary and secondary sources. Detailed procedures of information collection are as follows:

Every research approach is either qualitative, quantitative or mixed in nature and this study is designed on the basis of qualitative research. Here, most data were collected through open ended questions. The major intension was to give more focus to the participants' experiences on the subject matter. Data that came out from the research were descriptive. It means that all

data were collected and presented in words rather than in numbers. Most of the information is presented from the participant's views. Other information is presented by describing different descriptions, events, occurrences and cases perceived from observations made on the social and organizational context. The qualitative method is chosen mainly because of collecting descriptive information regarding the governance system of organization. The major focus of the research is to explore the existing organizational phenomena. The intention is not to see the casual relationship between dependent and independent variables like in quantitative research. This study does not have specific hypothesis in relation to dependent and independent variables. Moreover, research is exploratory followed by inductive approach.

A. Primary data collection

Primary data are the basic element of this study. Primary data was collect on three ways. These are as follows:

- I.Observation method
- II.Interview method
- III.Case study method

I. Observation method

It provides a microscopic view of the component elements of selected area of performance. It is an assessment of the personal judgment which helps to coordinate and analyze the functioning of the particular area. This method was used in different offices to investigate the working environment and to see what happens at the work place. In addition, it also focused on the nature and pattern of interaction between and among the supervisors and subordinates, and male and female employees. It provided first hand information about different events, and actions and much more about different organizational activities. It helped to understand the behavior and attitude of employees towards each other.

II. Interview method

Under this method, data was collected by asking questions to individual employees of the organization. This method has certain precautions that participants should be selected in such a way that they really posses the knowledge and information and they are not

prejudiced in favor of or against a particular viewpoint. Both Open-ended and close-ended interviews were the main method of data collection. Interviews were conducted with employees at different levels. The sampling was purposeful, strategic and judgmental. The major strategy of sampling was to cover the employee related to the research work and those who could be easily available. The method was selected mainly because it provides enough freedom for respondents to express their idea on the topic. The informal discussion atmosphere was intended to encourage subjects to speak freely and completely about the research issues. The issues for the open-ended interview were the existing dominant organizational policy, structure, norms and values, and how it affects the participation of women in decision-making. Relevant questions were asked in between in a conversational manner. All interviews were undertaken informally in the offices on a face to face basis. Open-ended interview allowed participants to express their thoughts more freely, which helped me to obtain more accurate information, based on their experience and knowledge.

III. Case study

This method deeply and intensively, analyses, interaction between the factors that produce change or growth. It emphasizes the genetic approach showing development over a period of time. A good case study includes an adequate data which is valid, continuous, carefully synthesized, and confidential and which should be useful for follow-up.

B. Secondary data collection

The proposed research will employ an interwoven approach of literature review, review of annual reports and official statistics; books, journals, web site and different types of publications related to women and organizational governance. Secondary sources are also a major source of data for this research. In this study, they are used mainly to review existing literature regarding previous studies on organization structure and culture of different countries, and studies in the context of Bangladesh. These literatures helped to generate the theoretical framework for this study. These documents were also used to get ideas to develop the research design and choose data collection tools and techniques.

3.7 Sampling Technique

Sampling is the process of selecting a representative portion. At the starting of this study, firstly the reconnaissance survey has been conducted to find-out the overall characteristics of the study area. Then a representative portion of each category has been surveyed by the prepared questionnaire.

The purposive sampling technique has been adopted for the study. It has been applied to select the respondent. The following are the representative criteria for interview.

- Representative from male employee
- Representative from female employee

3.8 Sample Size Determination

After Reconnaissance survey, the sampling size has determined by the following way:

Interview: 20 employees (10 from GO and 10 from NGO)

Case study: 1 from GO and 1 from NGO

3.9 Checklist Preparation

Two checklists have been prepared for primary data collection. One is for the employee interview survey and another for case study.

3.10 Data Processing and Assembling

After collecting data from primary and secondary sources, all will be assemble and processes in a certain manner. Moreover, as some of the collect data will be coded, these are processed clearly so that they can be easily understood and can be use efficiently for analysis. Since this study is qualitative, a number of things changed during the field work depending on the responses to field reality and experience of participants. After several visits to the same organization, and using personal approach and connections, it was ultimately possible to get most of the information. I found mixed response from the respondents while conducting interviews. Some respondents were more enthusiastic towards the research issue. They

actively participated in interview sessions. Others were, however, reluctant and disinterested to participate in the interviews.

3.11 Data Analysis

The data collected through primary sources and from secondary sources was analyzed and interpreted. Both qualitative and quantitative analyses were made of the data. The information gathered, cross-checked and reinforced by in-depth interview, and information from published and unpublished sources. The findings and conclusions were then refined to derive generalized lessons and draw policy implications. The analyses mainly emphasized on:

- The overall governance system of the organization including organizational policy and management functioning.
- Existing advantage and disadvantage women faced in their organization.
- The role of the organization for ensuring women's participation.
- The effect of organizational governance in ensuring women's participation in decision-making.

CHAPTER FOUR: FINDINGS OF THE STUDY

4.1 Introduction

In general, Organizational governance is concerned with the structures and processes for decision-making, accountability, control and behavior of the employee of organizations (Spiller, 2004). The aim of this chapter is to provide a brief description of the organizational governance system of both government and non-government organization. Governance deals with the structures and processes by which an organization is directed, controlled and held to account. Proper governance provides the means to help an organization achieve its goals and objectives. To make discussion more systematic and coherent the chapter is divided into two sections. The first section is about the common similarities and differences of governance system in government and non-government organizations. Section two presents the findings of the study which include the existing governance system of two selected organization. With considering the analytical framework, this section comprises existing organizational policy, organization formal structure and organizational culture.

4.2 Governance in GOs and NGOs

The achievement of good governance is important for every GOs including ministries, agencies, department/directorates and autonomous bodies, private and non-government sectors. Government organizations with governance implications include a diversity of departments, statutory bodies, State owned enterprises and partly owned public companies (eg.. public/private partnerships). The context is muddled by Ministerial directions, reporting requirements that may be to Ministers or Departments or to the public. Government organizations are the organizations governed by public law.

The Secretariat has been the pivot around which the entire system of public administration works. The Secretariat refers to a corporation of all ministries and divisions under them. The principal purpose of the Secretariat is to establish among discrete self-contained hierarchical units a formal network of authority relationships, control, command, and communication to maximize co-ordination and to achieve an integrative approach to governance. Specifically, one of its roles is to supervise personnel management of cadre personnel in Ministry/

Divisions and higher level personnel in statutory bodies and attached departments and subordinate offices; and advise and assist ministers in their administrative duties/responsibilities *vis-à-vis* parliament. Each Ministry/Division is created by executive order and allocated a set of specific functions. Each minister is responsible for the administration of the M/D under his/her control and jurisdiction. Although the constitution is silent about the formal functions and duties of a minister, by convention he/she is the political head of an M/D and is, in effect, the linking pin between the political and administrative structures (Zafarullah, 1998).

In Bangladesh, NGOs were set-up at the aftermath of war of liberation in 1971 to undertake massive task of rehabilitating the war-ravaged country. From rehabilitation work these NGOs moved to support direct intervention in favor of the rural poor's social and economic development. Now they are an integral part of the institutional framework that is addressing the issue of poverty alleviation, rural development, gender equality, environment protection, disaster management, health, education and human rights. As the third sector, NGOs are now contributing to fill up the service gaps of government and private sectors. Until 1990, NGOs are subjected to complex set of rules and procedures by which Government regulated their operation. In 1990, under the prime minister's secretariat government created NGOAB and assigned all responsibilities to coordinate NGOs. Every NGO has a governing body, an executive committee under which it has been incorporated, to which its management is accountable. Most NGOs have a constitution which identifies its role and general objectives (Holloway, 1998 and World Bank, 1996).

The form of entity and the context in which government organizations operate is much more complex. On the other hand, the environment in which the non-government sector operates creates significant challenges for them. The necessity to sustain provides incentives for them to constantly struggle to improve governance practices. In dealing with the challenges, the non-government sector has gained considerable experience in applying the core elements of governance. There is an opposing view that suggests that governance experience in the public sector is long standing and that many of the criteria applied in the non-government are unsuitable for the government sector.

Government and non-government sector governance in essence share some basic common characteristics. It is the context in which they are embedded that drives the differences. The similarities are: in the non-government sector, the officials acting as the agents for stakeholders oversee the day-to-day management for the purpose of public interest. In parallel, in the Government sector, the officials (the public servants) acting as the agent of tax payers manage the public organization for the purpose of serving the best interest of the general public. In terms of managing the interests of various stakeholders, in the case of the non-government sector, now, there is an increasing consensus among them that the organization should not only serve the best interest of the citizens, it should also consider the interest of other stakeholders of the organizations such as the interest of employees where the organization is operating.

In the case of the government organization, various levels of governments will have different stakeholders but the ultimate aim is to serve the public interest and provide services to the community on behalf of the government (Uhrig, 2003, p.30). In Bangladesh, NGOs also established themselves as a third sector to provide service to the community people, especially the development NGOs who are committed to focus on causes of poverty and promoting self-reliance among target groups. Notwithstanding the government's broader responsibilities to ensure national security, pass laws; provide infrastructure and basic services so forth, development NGOs share important common goals with the government. These include building democracy, poverty alleviation, human resources development, women's development and environmental protection.

Differences between the government sector and the NGOs are also obvious: the difference is in the way they go about realizing these goals. The differences are often attributable to variations in expertise, experience, and resource base and administrative and management system as well as governance system. The independence is a major difference. All Government organizations entities are subject to Ministerial control; they must meet performance targets and they are constrained by political reality. In addition, usually the appointment and removal of employees is at the discretion of the secretariat. On the other hand, NGOs are generally accountable to the Executive Board and finally to the Government.

Table 01: Some differences in Governance between the GOs and NGOs

Governance	Government organization	Non-government organization
Organization Structure	Department/Directorates Autonomous organizations	Board of Directors Executive Director
Origin of governance model	Weberian Model	Participatory
Authority	Ministry	Board
Accountability	To Minister	To government, donor, board
Reporting	Ministry	Government and Donor organization

However, in most cases the elements of both government and non-government sector governance models refer to the governance structure of organizations, the underlying principles, values and ethics of an organization (Francis, 2004), the relevant law (Tomasic, 2004), and the theories held by different disciplines about good governance mechanisms (Armstrong, 2004b). Given the similarities and differences of organizational governance in both the government and non-government sector, this article will confine its attention to the relationship between the organization governance and women’s participation in decision-making in the government sector and non-government sector.

4.3 Study Area

Organizations are fundamental features of our societies and very important ways of mobilizing social energy (Rao and Stuart, 1997:10). Organizational governance is concerned with the structures and processes through which organizations are functioned (Spiller, 2004). Considering the similarities and differences between government and non-government organization, two organizations from two different sectors have selected for this study; one is from government sector and another one is from non-government sector. Department of Mass Communication is the organization from government sector and Campaign for Popular Education is the organization from non-government sector.

4.3.1 Historical Background of the Study Area

In 1924 under Public Health Division in British India, District Public Relations Office was established to create consciousness among people about health and sanitation. After partition of 1947 Public Relation Directorate was created with the combination of Field Publicity and News and Film Section under Ministry of Information and Broadcasting of the then government of Pakistan. In 1968 network of Public Relations Department was expanded and a post of District Public Relation Officer and a Sub-Divisional Public Relation Officer were created for every district and sub-division respectively.

Considering the importance of motivating people of grass root level and connecting them in development activities, the government of Bangladesh established the department of Mass Communication combining public relation departments Bangladesh council and women section of Board of National Reconstruction. Through reconstruction of Department of Mass Communication in post liberation Bangladesh the important responsibility to establish a bridge of bondage between government and people has been vested upon this department since inception. On the backdrop of transforming former sub-divisions into districts Department of Mass Communication has been reorganized and Sub-Divisional Public Relation Offices have been converted to District Information Offices. Currently publicity and motivational activities of this department are being conducted through 64 District Information Offices and 4 Upazilla Information Offices.

The genesis of CAMPE is rooted in an idea to take up a popular education movement in Bangladesh. The decade of the 1990s symbolized a collective effort in attaining ‘Universal Literacy’ all over the world. The Government of Bangladesh responded positively to the declaration of the Jomtien World Conference on Education for All (EFA) by making primary education compulsory. At the same time, the NGOs involved in literacy sector also came forward to supplement and complement the state effort with a commitment to eradicate illiteracy from the country by the year 2005. Around the time of the World Conference on Education for All in March 1990 this idea was mooted by a small group of literacy activists, and a year later CAMPE was born as an organization with a coalition of 15 major NGOs working in the area of basic education. Over the years it has emerged as a strong network of more than 400 NGOs working in the basic education sector in Bangladesh.

Since its inception, CAMPE has been working in close interaction with the Government as well as the popular forces towards achieving effective participation of the people in literacy and non-formal education movement. It symbolizes multi-faceted networking among the government, the partner NGOs and the international agencies. Duly registered under the Bangladesh Societies Registration Act XXI of 1860, CAMPE acquired a legitimate status of an NGO forum to network in the area of literacy and non-formal education in August 1991.

4.3.2 Aim and Objectives of the Organizations

The Prime aim of DMC is to inform, educate and motivate the huge backward group of people living in remote areas, particularly those who are residing beyond the range of newspaper and outside radio and TV network about policies of government programmes and different development activities. As a huge member of people of the country is still remaining outside the circle of modern education, the first and foremost necessities to implement government's programmes are wide-ranging publicity and motivational work to integrate people with DMC. Simultaneously, it is also the responsibility of DMC to present problems and reactions of the people to government as a feedback, to create a direct communication between people and government. On the other hand, the aim of CAMPE is to establish an effective networking to achieve the goals of Education for All (EFA). CAMPE is a national coalition of NGOs working towards the implementation of program interventions in the education sector. CAMPE is committed to advocate and lobby for sustainable and pro-poor policy frameworks and effective program interventions for ensuring qualitative improvement in the overall education system by forming networks with organizations having similar vision towards achieving the goal of EFA both nationally and globally. CAMPE is an adaptive and learning organization for creating a national literacy movement.

Table 02: Some features of the selected organization

	Department of Mass Communication	Campaign for Popular Education
Goal	It is working to inform, educate and motivate the huge backward group of people about policies, programs and different development activities of government.	CAMPE is working to establish as a nationwide networking with all concerned NGOs and national and international agencies to ensure quality education for all.
Coverage area	It acts through 68 information offices, 64 in districts and 4 in upazillas.	It covered the 6 divisions of Bangladesh with their networking partner.
Core values	Access to information, Participation of women, Democracy and human rights, Economic and social justice, Proper communication, Effective Learning and motivation, Professionalism, Committed to serve the citizen about their rights and entitlements, Transparency and accountability.	Ensuring Participation, Gender responsive, Secular and democratic environment, Effective networking, Promoting innovative learning, Dynamism and professionalism, Committed towards achieving quality education for all, Transparency and accountability.
Units	<ul style="list-style-type: none"> i. Administration and Finance ii. Technical and Training iii. Publicity and Co-ordination (Publicity, Song, Women and coordination) 	<ul style="list-style-type: none"> i. Policy Advocacy and Mass Communication (PAMC) Unit ii. EFA Partnership and Institutional Development (EFAPID) Unit iii. Research, Monitoring, Evaluation and Documentation (RMED) Unit iv. Management Unit

4.4 Organizational policy and its implementation

Though the UN decade is the starting point when organizations recognize the need to institutionalize women fair policies and practices in their own structure and agenda, it came into more focused for government sector after the establishment of the Ministry of Women and Children Affairs (MWCA) in 1978. In 1997, Bangladesh government has adopted the National policy for women Advancement and for the National Action Plan (NAP) was

approved for the Advancement of women in 1998. Government has also taken significant number of institutional mechanisms for the implementation of the NAP. The Ministry of Women and Children's Affairs (MWCA) is responsible for coordination of the implementation of the national policy on women. A National Council for Women's Development under the chairmanship of the Prime Minister has been formed at the highest level and consists of representatives of various ministries and also of the civil society. A Parliamentary Standing Committee was formed to advise the government to take specific initiatives for women's development after reviewing different development programs for women. Women and Development (WID) focal points were established in different ministries of the government for overseeing the concerns of women in the programs of the government. An implementation and evaluation committee comprising of representatives from all focal points, ministries and divisions of the government and civil society organizations has been set up and is chaired by the Minister in charge of MWCA. Its main responsibility is to coordinate and evaluate programs relating to the advancement of women and to suggest guidance for future implementation (Pandey, 2008). According to the National Action Plan under the Ministry of Information (MOI), to mainstream women, the organization will:

1. Appoint women to different policy making bodies to increase women's role in policy and decision-making bodies.
2. Organize management training for the women identified, including gender issues, self-assertion, public speaking etc, through various management training institutions.
3. Improve service conditions for women to enable women employed in/under the Ministry of information to better carry out their work responsibilities.
 - Provide maternity leave with benefits, crèche and day-care centre's.
 - Provide adequate numbers of separate toilets.
 - Give special preference to women for promotions.
 - Provide better transport facilities, especially for night-work.
4. Professional bodies and the Press Council to monitor conditions.
5. Place women completing training successfully in the various management positions on a probationary basis.

On the other hand, since its inception, CAMPE has formulated gender policy which is aimed at creating a gender sensitive environment within CAMPE and influencing member partner organizations to enable women as equal partners of development with men. CAMPE's policy is:

1. To make women more visible in the development and economic life.
2. To listen to women's voice being raised as sisters, mothers, wives as well as peasants, workers, labors and grassroots activists.
3. To recognize that women need assistance in managing the work/home demands and that family-friendly benefits are of great assistance which include
 - Maternity leave
 - Childcare facilities
 - Alternative work schedules
 - Transport facilities for women
 - Special consideration for field visit etc.

4.5 Organizational Structure

4.5.1 Formal Structure

In DMC, the organizational functioning is totally depending on senior officials. The official work manual, i.e. the Rules of Business gives considerable power to the Secretary. He is the chief advisor to the Minister in authority decisions, acts as the financial head of the Ministry and assumes the role of the sole custodian of relevant information on which policies are based. At the same way, the top of the organization, the Director General, exercise a great deal of power and influence in organizational decision-making. Communication as either a tool of change or as a means through which members reconstruct the organization appears problematic in this case. However, respondents from DMC are not all aware about the national policy for Advancement of Women. The concern of them is that it is a costly and time-consuming exercise.

On the contrary, the situation is quite different in CAMPE. Though the Executive Director (ED) is the main authority, all employees have access to the ED. The organization maintains hierarchy only for administrative work. CAMPE initiated participatory policy making and

implementing process. CAMPE has developed their own strategy to communicate their organizational policy. They not only give orientation and training to the employee but also try to incorporate the employee's opinions and suggestions. They have a strategy to review and update their organizational policy after every three years. But the positive thing for DMC is that if women are in senior positions, they have the opportunity to participate by taking initiatives independently. Here power is the important thing. If women are in positions to take decisions, then everyone have to respect the decision. DMC has activities with the international organizations like UNFPA and USAID. These international organizations put some conditions for including women issues in their activities and ensure women's participation in committee and activities.

Male employees of both the organizations are in same position regarding the availability of information. Their saying is that all information is available for both male and female employee. If women want they have easy access to information. Most female employee also agrees with them that all types of information are available for both men and women. But some women employees did not support this opinion. Their saying is that as their representations in the senior positions are very less; they did not get all information at proper time. Besides this, in the government organization, 100% of female employee's opinion is that most of the time when there is any concern of money, male employees don't want to share information with female employee. As a result, where there is any decision-making regarding budget/money allocation, women have little or no scope to participate. It is somehow true in that sense that this organization has 3 units to operate their activities. In every unit there is representation of women, but in the administration and accounts unit, there is no participation of women. The concerned authority opinion is that it is decided by the ministry; they have no scope of influence or facilitate these things. On the contrary, CAMPE is more concerned about disclosure of information. They believe, as they are working for educating people, they must have also give the preference to educate their employees also. They strictly maintain that all information should available to the all employee.

4.5.2 Organizational culture

Culture is generally considered to be the shared feelings, beliefs, values, attitudes, assumptions and behavior among organizational members. Research findings shows that each

organization had its own distinct pattern of differences between male and female employees' perceptions of their organizational cultures, that there were gender differences for some dimensions in one organization but not in another and vice versa. In the DMC, the top most authority, takes all the decisions. If women are in senior positions of concerned department, only then she has the opportunity to involve in process. There is no such a procedure to collect opinion and suggestions from the field level employee or employee's who are directly involved in the activity implementation process. On the contrary, CAMPE has maintained the participatory culture. All employees have the opportunity to make opinions and share their views and expressions. As a result, from the entry all employees have the opportunity to involve in decision-making, especially women as they are not used to and it also help to address the problems and challenges women faced in their organization.

When it was asked to the respondents of non-government organization that what is the reason for more participation of women in decision making, 80% respondent answered that enabling environment including day care centre, vehicle support, and women friendly working culture. Though there is another option also like 60% replied that Board strongly recommended more women in the committee. 50% say that in the recruitment as they have extra 2 point for women, more women in the organization, as a result more women in the senior positions. Another important thing is that the organization has women executive director which may be the reason for higher participation of women in decision-making. But only 20% employee agrees that it is the reason. 30% employee says that, may be one of the reason but not only and 50% totally disagreed. Their concern is that before women ED, there was Male ED. At that time the situation was same. They believe that in the areas of family-friendly benefits, alternative work schedules and sexual harassment, the organizations have clearly stated policy that helps more women to participate. There is a counseling committee which monitors and takes disciplinary actions, if there is any violation regarding women. There is a gender committee who provide input and guidance to various functional areas and organizational levels about issues that impact women.

The male respondents saying is that being in a senior position women still did not participate in decision-making because of their inattentiveness, lack of innovation; stereotyped job nature along with biological factors which makes women less efficient in their work. But on the other side, 90 per cent of respondents (both male and female) said that child

responsibilities as an obstacle, and 80 percent said that lack of support from one's partner would hinder their chances of participating in decision-making. Women also viewed work beyond office hours as obstacles to obtain a decision-making/managerial post. Besides this, household responsibilities and security reasons are two common reasons for both men and women.

4.6 Conclusion

In sum, data suggests that government organization is generally characterized by lack of appropriate policy, a top-down authority structure, centralized coordination, and vertical communication, lack of accessibility to information and a culture with traditional mindset. On the contrary, non-government organizations have more flexible, communicative structure, horizontal coordination, and easy access to information and participatory decision-making culture. The following chapter presents whether this governance system has any effect on participation of women in decision-making or not.

CHAPTER FIVE: ANALYSIS AND DISCUSSION

5.1 Introduction

This study examines two major issues; first, to map the existing organizational governance system of the two selected organization and second has tried to analyze whether there is relation with women's participation in decision-making or not. To highlight these issues, women's participation in decision-making as dependent variable and organizational governance has been considered as independent variable. This study has been carried out through a qualitative research method. Under this research method, information has been collected through interviews, and observation. To make research more valid and reliable, personal experiences and secondary resources have been also used.

5.2 Organizational Governance and its effect on women's participation

According to Bakker, 2008 and De Jong, 2002, "organizations that build good governance systems are generally able to produce higher returns and thereby set their reputations in the broader society. In contrast, organizations that pay less attention to the issues of governance are more prone to institutional crises, which can cause them significant damage, either through legal action or through the loss of stakeholder confidence and ultimately fail to provide the services or fail to achieve the ultimate objectives". For this study, organizational governance was divided into two categories (1) organizational policy; (2) organizational structure (both formal and informal). The main assumption of this study which is derived from previously conducted research and findings is that organizational governance affects women's participation in decision-making.

5.2.1 Organizational policy and its effect on women's participation

Organizational policy is a course or method of action selected, usually by an organization, to guide and determine present and future decisions and positions on matters of employees' interest or social concern. An organization is the context of and decisive for the working life and it is therefore great importance how they function, which logic dominates (goals and

means) and how the relations between people are formed (Alvesson and Billing, 1997). The aim is to analyze the policy of an organization as one part of the organizational governance system and to determine whether organizational policy has any effect on the participation of women in decision-making or not. The major concern of this part is to see whether an existing policy of the organization and its implementation at organizational level can help to motivate the women employees to involve in the decision-making process or not. The pre-conception is that if an organization directly focused the issue of women's participation in their policy, it may have some effect on women's participation in decision-making.

Under the control of Ministry of Information (MOI), the responsibility of DMC is to present problems and reactions of the people to government as a feedback and to create a direct communication between people and government. MOI has their National Action Plan which includes appointment of women to policy making bodies; provide maternity leave with benefits (day-care centres), better transport facilities, management training etc, for ensuring participation of women both at policy making and implementation. On the other hand, CAMPE as a nongovernment organization have gender policy includes recruitment (+2 point in recruitment), working hours, capacity building, maternity leave and other facilities (Childcare facilities, alternative work schedules, transport facilities for women, Special consideration for field visit) etc with the aim to empower women and create a women-friendly environment within the organization. All of the respondents agreed that it is a great opportunity for women that encouraged them to contribute their full potential to the organization.

Concerning the National Policy for Advancement of Women, all-out efforts should be given to increase the women representation up to 30% in all levels of decision-making bodies of government organizations. However, study does not see any effective results in the organizations concerned in this regard. Though both the organization has policy addressing women issues, the participation of women at decision-making level is not so much satisfactory for DMC comparing to CAMPE. In DMC, not only the overall number of female employee is low, but also the female employee representation in decision-making level is comparatively less.

Table 03: Female representation in Two Selected Organization

STATUS	DMC	CAMPE
Senior management	4.50%	50%
Mid Level	30%	33%
Entry level	11%	37%
Total	15.17%	40%

Source: Interview, 2010

n=20

Table shows that, in CAMPE, the female representation is almost 40% and the representation in senior management is 50%. On the other hand, in DMC, the total percentage of female employee is 15% and the representation in senior management is only 4.5%.

In the recruitment, government has 10% quota system to include women in Bangladesh Civil Service. On the other hand, the CAMPE maintain a specific procedure. If in the recruitment there is male and female candidate, they give extra 2 point to the female. As a result, if one male and female has selected after facing the selection procedure, the female got the priority. According to the action plan of Ministry of information, in DMC, women will get special preference for promotions. But none of the employee concern about this. Their opinion is that government rules and procedures for promotions are same for men and women. Both men and women agreed that in their organization, women didn't get any special preferences for promotion. On the contrary, in CAMPE same as like recruitment, organization give special preferences to women for ensuring proper representation of women in senior positions.

“One women employee’s opinion is that it is not necessary to include women directly in the goal statement. But the organizational dynamics that affect the recruitment, career opportunity, the influence of formal management systems and procedures, informal work norms and culture help to prompt the employees for working with employee diversity”. (Interview, 2010)

In the government organization, the distribution of work totally depends on positions. There is no consideration whether there are any women or not. The employee performs their activities through the job description given by their concerned Ministry. Most of the employee both from government and non- government says that the work distribution are

mostly patterned in such a way which is sometimes not suitable for women. In the government sector, for encouraging women in the workplace there is a provision of day care centre which is declared by the Ministry. Without the maternity leave that is also not sufficient, there are no other benefits for working mother. The most important thing is that no employee both men and women even don't know about the provision of child care facilities. Government organizations also have the responsibility to provide better transport facilities to women, especially for night-work. But the respondents say that it is like a dream for them. On the contrary, CAMPE has a day care centre for its female employee who have child less than three years of age. The organization has strict vehicle policy which includes special preference to the women employee, especially for field and night-work. The organization also has counseling committee who monitor the work distribution and other facilities so that it does not patterned in such a way that is not suitable for women like meeting at night, overloaded working hour, excess field visit etc.

In the government sector, there is a provision in the National Action Plan that organization should provide management training to the employee for the women identified, including gender issues, self-assertion, public speaking etc, through various management training institutions. But after a short orientation in the formulation training at very earlier stage, there is no such initiative from the ministries as well as organization to arrange training for women. On the other side, in the non-government sector, they had a target in their yearly plan for arranging training in various issues including gender and awareness, management, information and communication etc , especially for women employee. Both the organization does not maintain any specific rules or procedure for ensuring women's participation in training and capacity building.

No element of the career service system is more important than the recruitment. Unless recruitment policy is soundly conceived, there can be of little hope of building a first rate staff (Wahhab, 2009). In the government recruitment, there is 10% quota system for women. Despite the introduction of quotas for women, genuine participation by women in decision-making remains narrow. There is a strong debate on this issue that in civil service recruitment as civil officers are mainly recruited from the graduates of universities, there is no female quota for admission to the universities in Bangladesh and both male and female students get admission to the universities on merit. Besides this, the quota system is important for

ensuring women's participation in decision-making and 80% of the employee agreed with that. On the other hand, 20% say is that this quota system is a barrier for women to be involved in decision-making. Their opinion is that they are sometimes criticized by their male colleague for the quota system and their intelligence or merit is not recognized properly. So organization should consider the factors that have restricted women's participation within the quota system.

However, in the government sector, policy and planning is the function of cabinet/ministry. But its implementation, the main aspect of development is the function of the civil servants. Though there is a National Policy for Women Advancement and their implementation mechanisms, the problem is that none of the government organizations has their individual policy for institutionalizing gender within these organizations. Similarly, DMC performed their activities under the Ministry of Information (MOI) and MOI has their NAP, but DMC has no individual policy for institutionalizing gender within their organizations. On the other hand, CAMPE have formulated gender policy and from its inception time, they have tried to focus women and their issues in their every policy, plan and programs.

Most of the respondents from both the government and non-government organizations agreed that organization policy focusing recruitment, work distribution and facilities is very much essential for ensuring women's participation. 80% employee both from government and non-government believes that their organization should have a gender policy where the work distribution and facilities include child-care, transport and security should be clearly defined. They recognized that most of the time women's responsibilities in the home are different from those of men.

5.2.2 Organizational Structure and its effect on women's participation

A. Formal Structure

Organizational structure encompasses the relationships of authority and communication. Authority structures are commonly conceived as "hierarchy," which is generally characterized by a top-down authority structure, centralized coordination, and vertical communication. Communication structures are principally concerned with the flow of

information through an organization. Considering Organizational structure as an important part of organizational governance, the study tries to analyze whether there is any relationship in the organizational structures both formal and informal with the women participation or not. If there is a relation, then to what extent it effects the participation of women in decision-making. The preconception is that the less authority and more communication in organization, the more women in decision-making.

There are different views about how relationships are organized within a hierarchy. In some organizations, authority is vested in individuals who that possess highly specialized knowledge; in others, authority may be delegated informally to individuals who occupy no formal position of authority. Max Weber described hierarchies in terms of their command and control functions—one person at the top directs and coordinates everyone below.

In government organizations decisions have been notorious for their 'top-down' approach to designing and lack of genuine willingness to involve employee's opinions in the management of activities. The tendency to concentrate power at the top of the hierarchy in fewer officials is a legacy from the colonial past. Bureaucrats in Bangladesh are seen to be obsessed with secrets and are unwilling to divulge any information to the public. To some extent, bureaucrats can legitimately appeal that they are hemmed in by official restrictions. As women representation is not so much higher in senior positions, there is little scope to involve women in decision-making. If no women are in senior positions, there is no scope to address the problems and challenges women faced and to include the views and opinions of the women in decision-making. In the structure where is less hierarchy, there is scope to incorporate the opinions of women though they are not in senior positions.

In the government organization, Committee formulation is also depends on positions. Only senior officials can participate. As the format of decision-making is that management will take the decisions, the committee also formulate on this pattern. Though appoint women to different policy making bodies is one of the important consideration of National action Plan for Advancement of Women provided by Ministry of Information, it does not reflect in the organizational structure. Sometimes if the donor or other international organization has fixed any criteria to involve more women in the committee, the authority tries to involve them. But if any department has no women in senior position, there is no option to include women in

decision-making. After completing successful training women will be placed in the various management positions on a probationary basis. But the concern of the male employee is that women are most of the time denied the training because of that options. In the non-government sector, it is clearly declared in the policy to include women in every committee and decision-making bodies whether they are in the senior position or not. They maintain participatory decision-making for their policy and decision-making.

Another important thing is that Gender equity in the workplace will not be achieved simply through increased representation of women. It is mentioned earlier that organizational structure encompasses the relationships of authority and communication. In the authority structures, the most important thing is the “hierarchy” which concerns the relationships of authority, both formal and informal, by which organizational leaders exercise control over other participants. But in the communication structures the flow of information through an organizational structure is the main concerned for organization and information is disseminated in an efficient manner so that organizational participants always get the motivation or incentives. In the authority structures as the management positions are mostly occupied by some individuals, most commonly men; they fear loss of control: as they believe there is power to go around, and giving some to others means losing their own. However, the communication structure emphasizes on working together which allows everyone to achieve more than they could on their own. Women employees are basically not used to for expressing their views as the society and culture did not support them to do this. The structure of the organization which includes horizontal hierarchy helps to make confident and encourage participating in decision-making.

B. Organization Culture

Since women are in part of strong social groups in the home sphere where the female household members in families engage in bringing up children together, organization should emphasize the shared values dimension of their organizational cultures and put a greater premium on all group members having the same values. A strong culture with particular attributes was the key to organizational success. Considering it as an important consideration the aim to analyze organizational culture is to find out whether there is any relation with

women's participation in decision-making or not. The pre-conception is that where there is women friendly culture, there is more women's participation in decision-making or not.

According to the respondents, women friendly culture is the informal structure of an organization where gender issues are taken seriously and discussed openly by women and men, where organization encourages gender sensitive behavior, in terms of language used, jokes, and comments made. Not only that where staff members give women the same respect, legitimacy and authority as they do male staff in comparable positions and daily work practices, such as hours of work, structure and management of meetings, work planning processes, and means of staff communication, should recognize gender dimensions

A useful starting point for any discussion of organizational culture is Handy's (1976) outline that can be found to exist, each corresponding loosely with an overall organizational style. First is club culture—in which a charismatic leader sits in the center of an organization, surrounded by a group of likeminded people who work on behalf of the leader, a form arguably common within the NGO sector. This is contrasted with role culture, in which a machine-like structure divides an organization into a collection of clearly defined roles, emphasizing rules and order, such as a Weberian bureaucracy, which is common within the government sector.

Cultural change is a long-term, non-coercive process in which organizational members willingly change their feelings, beliefs, values and behavior through the forceful personality of a transformational leader (Waterhouse and Lewis, 2004). Culture can manifest itself in a number of ways. Visible, but often not legible, are the behavioral regularities in the way people interact. Examples include the language used, customs and traditions practiced, and rituals employed in a wide variety of situations. In an organization, after joining new members internally learn and adopt beliefs, values, norms and behaviors of the organizations that employ them, and give up those that are incompatible (Brown, 1995). The interviews employees revealed that the employee of government organizations who typically takes the BCS examination after their Bachelor/Masters degree and is likely to join their organization at an early age and to work in the same organization until retirement. Thus, the perspective of employee in the government organization having a guaranteed job until retirement is no

doubt different from the perspective of those employees who are working in the non-government organizations.

Turning to the non-government organization in the Study, there was very little difference between male and female employees' perceptions of their organizational cultures. When the participation is considered, all respondents of non-government organizations agreed that in their organization, women can fully participate of women in decision-making. But in the government sector, employees say is that women can participate in decision-making if they are in the senior position. But only 40% female employee agrees with that.

One employee from government sector says, "In situations where women are a significant minority (below 15%), systemic organizational dynamics operate that are barrier to women's job satisfaction, and career development. As the relative percentage reaches to a certain extent, women begin to have a stronger voice and influence the work culture and organization". (Interview, 2010)

Most of the Respondents agreed that unfavorable working environment is the most common reason for non-participation of women in decision-making. But male respondents view about non-participation of women in decision-making is different from female. Beginning with government organization the pattern of male and female employees' perceptions of their working environment are different. Male and female employees differed significantly in their perceptions for the organizational dimensions of shared values, collectivism, supportiveness and organizational friendliness to women. The women employees were significantly less likely than their male colleagues to describe their organizational cultures as collectivist and friendly to women. According to the women employee, child responsibilities and lack of support from one's partner would hinder their chances of participating in decision-making. In comparison to men, women are often not recognized or appreciated for their contributions or capabilities. Besides this, extra working hours create problem and unconscious biases negatively influence women's performance evaluations. This lack of similarity results in an inequitable position classification, grade and salary between women and men.

Women also viewed the behavior of men in organization as obstacles to obtain a decision-making/managerial post. 70% employee from government and 90% employees from non-

government sector agreed that the behavior of male can hinder the participation of women in decision-making. Women are often criticized by their male colleagues and sometimes their non-cooperative attitude creates problems for women. According to the respondents, women issue started getting attention at official level not because of realization from within but because of emerging ideas at global level. The organization where women participation is higher is those where awareness of integrating women at different levels grew from within the organization.

Case study 01

“I have been working here since 10 years. I joined as an entry level employee. Still I am in the same position. It is not because I have not the capability to work in the senior position. The problem is that the turnover rate in this organization is very low. As a result, there is a very little scope of promotion in this organization. But within these 10 years, I did not try for any other job. In this organization, there is lot of scope for women. Within these 10 years I received various types of training. I got opportunity to visit different places and worked with different types of groups and my job responsibility has also changed in accordance with my experience. It’s true that I did not get any promotion but it is not a problem for me. There is some reason for this. One is the day care centre. After two years of my job when my child was born, my family members didn’t want that I continue my work. My husband is working outside Dhaka. And my father and mother –in-laws are very old and it will be difficult for them to take care of my child. But when I told them that this organization have a day care centre and I can take my child with me, then they agreed to continue my job. Again I was in trouble when the time comes to admit my child in a school. I also got support from my office that time. I told the authority about my problem. There were no rules regarding the school going children’s. After considering my problem the authority decide that every mother will get 1 hr for their school going children and they will have to manage this 1 hour after their office time. Everyone agreed with this rule and it was not only helpful for me but also for other mothers who were facing the same problem. Besides the policy and procedures, the culture of this organization is very much women friendly that we never feel insecure. All of the employee have the opportunity to share their views and opinions which help us to develop ourselves for involving in decision-making process. “

Women friendly organizational culture is a pre-requisite for ensuring women's participation in decision-making. In that type of organizational culture, women and men have equal opportunities to represent the organization, attend conferences and other professional activities, and meet with appropriate visitors and female and male staff members use family and work life policies (e.g. maternity leave) without negative impact on their status and reputation at work. The organization addresses the different constraints faced by women and men in achieving work objectives and recognize the dual role of work and family life.

Above discussion and analysis suggests that the pattern of gender similarities and differences is the result of societal conditions: conformity towards prevailing perceptions of employees is the result of social pressure. There are embedded differences in social norms between the male and female roles which also influence the employees' attitude and finally create some gaps in practices. In terms of pressures towards conformity, organization should exercised some residual influence like gender policy, counseling committee, gender committee and for neutralizing the factors that yielded the gaps require appropriate dissemination process of policy and norms, the participatory decision-making process etc. Thus, potential practiced differences between men and women can be reduced before individuals enter in to the employment; if organizational governance system successfully considers the problems and challenges faced by women and creates environment so women can easily participate in decision-making.

5.3 Necessary Elements for Ensuring Women's Participation in Decision-Making

According to the analysis and discussion, it is quite clear that there are three key elements that must exist for ensuring participation.

Knowledge: A women needs to be provided with information about their issues in language they understand and a format that is appropriate for them. For example, in case of planning it is essential that women have basic information about what a case plan is, what happens in a case plan meeting and how they can participate. For Organizations often rely on their workers to provide this information but don't put anything in place to ensure that the information is available in a simple format that can be given to the women they work with.

Opportunity: Women need the opportunity to participate. Organizations need to ensure that they have ways to involve women so they can have their say in decisions that affect their lives. For example, in case planning, one major organization has a form which records the views of women in relation to their individual case plan. This form is then kept on their file. There are many ways an organization can guarantee such opportunities for the participation women. As mentioned before, for participation to be effective, it needs to be part of the organization's culture, reflecting the importance the organization places on women and on giving them a say in the decisions that affect their lives.

Support: women find it easier to participate with the support of someone who they know and trust. This can apply to all, but it is particularly true for women as they often feel powerless about what is happening to them. Some women are not used to speaking up for themselves. They need help to do so, especially if man often doesn't want to listen to them.

5.4 Key Determinants of Organizational Governance for Ensuring Women's Participation in Decision Making

Organizational governance includes the policy, structures and culture of organization including the practices of exercising management control and power. Issues are included here is not intended to be exhaustive, rather the focus is on some key issues which determine, to a large extent, the effectiveness of organizational governance for ensuring women's participation in decision-making.

1. Institutionalization of policy

Institutionalization is a prerequisite for successful implementation of any policy. It is important to institutionalizing gender within organizations because it helps to address and overcome the most critical and central challenges within organizations (Rahman and Haque, 2004). Therefore, to institutionalizing gender within organization, it is important to formulate the individual policy within the organization. Research findings indicate that organizational policy is the most important things need to consider for ensuring participation. Also capacity

building is very much essential to empower women. To inform and motivate them through training is a pre-requisite for ensuring women's participation in decision-making.

Family-friendly policies and programs are recognized to be of benefit in supporting women so that they can devote more of their attention to the workplace. If the problems and challenges are critically identified, then it will be possible to address the issue properly. Besides, still women's participation at all levels is not same as men. But if there is a policy to include women in all committee, meeting, planning and decision-making, it will help to ensure women's needs and interest and thus it will help to ensure more women's participation. According to the employee, women policy is necessary because it will encourage women to work and help to encourage staff members to achieve their fullest potential. Not only that they also agreed that policy is essential for building awareness against harassment of women and encourage creating a women friendly working environment. It also ensures organizational discipline and equal participation of women at work. On the other hand, flexible, horizontal organizational structures are the most important requirement for women's participation. It appears that here power, authority and decision making are decentralized. Women respondents consider the strong policy document and its implementation as the most important factors as it have direct influence in organizational formal structures and culture.

2. Dissemination process of policy and norms

Communication is also important as it is a tool of sending and decoding information efficiently and effectively. It is claimed in the government sector that change is still being driven from the top without appropriate communication and discussion about work expectations and practicability of those expectations. Most organizations have ethics policies and codes of conduct that govern acceptable employee behavior and represent a key part of the organization's governance structure. It is necessary to assess whether their organization's policies and codes include appropriate subjects and guidance and the policies are adopted by the employee's or not. If policy is not owned by the employee themselves, it will be difficult to implement. It is important to properly share the policy and code of ethics and collect the opinion. If the decision making process is transparent, there is scope for the employee to give their opinions. Participation needs to be informed and organized involving them and taking

into due consideration their opinions and views in all stages of activities from design through monitoring and evolution. Participation at all levels helps to empower women to participate in decision-making. Participation helps give a sense of ownership to the employee, which significantly contributes to ensure their full potential. Employee should have a say in decision-making that affects their work and represent their interests. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively.

This information has resulted in into a distorted message received for strategic direction. There are more complexities government organizations as it is observed that in any large organization is an infusion of many sub-cultures. It makes communication difficult, because communication is based on share meanings. If the organization has effective communication strategy to disseminate its policy and activities, it will help to involve the employee, especially women to participate efficiently in decision-making.

3. Disclosure of information

One of the ways of participation is exercising the right to have access to information. Employee has the right to know all the available information. Transparency is built on the free flow of information. Women's representation and participation in decision-making is the key principle for ensuring democracy. Transparency and democracy are complementary to each other. Transparency assumes that authority decisions whether routine or matters relating to staff importance, are transparent to the employees as they may either benefitted or be adversely affected by such decisions. Only through the development of a sound democratic system, it is possible to practice transparency in administration. Transparency of organization implies its responsiveness to the changing needs of the people and the emerging problems they confront with. Also there is no doubt about the need for ensuring accountability in decision-making. All organizations must be accountable to their employees. Accountability reduces corruption and assures that their governing actions are guided by the needs of the employee.

If the information is available to women, it will help them to give their opinion and participate in decision-making and it will also help to ensure transparency and accountability of the organization. If they have proper knowledge, they can easily participate when decisions on policy, laws and schemes are being made and projects and activities are being implemented. The involvement of both men and women employee not only enhances the quality of governance but also promotes transparency and accountability in government functioning.

4. Participatory Decision-making process

Participation can mean employee's meaningful involvement in the decision-making processes, in implementing programs, their sharing of the benefits of development programs and their involvement in efforts to evaluate such programs. Participation by both men and women is a key cornerstone of good governance. This implies that people must have opportunity to directly participate in activities which affect their lives.

Every organization has distinct strategy to formulate a policy or to make a decision. The organization where the top most authority considers decision-making as their jurisdiction and they are not used to sharing it with all employee, there is little scope for women to participate. Though under this condition, both male and female field employees are deprived to express their views and interest, women are mostly affected by it. Because basically they feel shy in expressing their views as the society and culture did not support them to do this. The organization where there is the option to consider the views and opinions of all employees, helps to empower women to express their views and opinions. In the participatory policy making, Organizational Policy is supported by the interested stakeholders. As a result, the employee both male and female feels committed to that policy, because they own it. Alongside, participatory process enriches of the policy itself, because knowledge and experience of several actors are integrated into framework of designing policy issues. It contributes to the knowledge gathering process of employees and they competent and informed employee. If they are more updated with the process and implementation, they will be more involved in policy making, which ultimately affect the participation of employee, especially women in decision-making.

5. *Women friendly working environment*

The attitude and behavior of colleague can hinder the participation of women in decision-making. Sometimes male colleague do not want to share information. In the government sector, the pressure of organizational socialization towards traditionalism is considerably strengthened by the traditional values among the older employees. Another important thing is that women have to play dueling role both the family and official responsibilities. As a result, they had to work hard for sustaining themselves in the higher position and sometimes they did not give proper time at work which leads to negative impact towards their working environment. However, in spite of being in a senior position sometimes women cannot participate properly as they are often criticized by their male colleagues and their opinions and views are not taken seriously. The dialogue process needs to be initiated. Change in culture takes time and criticism and harassment towards women are deeply rooted. If organizations really wants a change in culture it requires creating an environment that ensures the conditions of pragmatic communication and proper dialogue, simple instructions cannot bring meaningful changes. Subjective responses gathered from interviews confirmed the embedded nature of traditional gender roles in society. The majority of women suggested that organization should provide child care facilities, as it is expected women would naturally look after the children. Thus a women friendly working environment can play an important role for ensuring women's participation in decision-making.

Governance indicators reflect the different experiences of governance mechanisms and processes by women and men in the extent to which they benefit from the impacts of governance. The broad components of governance are transparency and accountability in activity and process, access to information and participatory decision-making at all level including both men and women in the activity. Indicators of governance therefore need to capture and reflect the potentially different impact of the mechanisms and processes of governance on various groups of people within organizations. Thus organization have important role through its governance help for ensuring participation of women as it empowers them to make their own decisions. That is why, to ensure women's participation in decision-making, it is important to more focus on the problems and challenges women faced in their organization. To identify these problems and challenges, the study of organizational governance can be an appropriate tool to come across the problems which ultimately will help to ensure more women in decision-making.

5.5 Conclusion

Considering issue is whether we are looking for systematic representation of women in the decision-making process or we would like to see changes in the systems and approaches which can lead qualitative changes in the process of participation. Inequity against women in Bangladeshi society remains common along with socio-cultural obstacles, structural deficiencies and attitudinal problems, the major obstructions to greater participation by women in decision-making. Although the constitution declares equal opportunity for men and women in every sphere and there is a reserve seats in the Jatiya Sangsad for women, the women of Bangladesh are still fighting to have entrance into the working arena. Within the organization, the major causes of poor representation of women have been regulative factors, structural factors and cultural factors. In such a situation, several measures need to be taken in order to ensure greater female representation in the process of decision-making.

First, it is essential to have clear women policy that will address every sphere of women lives from her right to have equal property, access to law and supportive working environment. Such policy may bring changes into such cultural norms and perceptions that stereotyped women's role as limited to the family domain. Information and communication is also necessary to empower women and make confident to participate in decision-making. Therefore by initiating appropriate policy, information and communication, it is possible to bring changes in the process. Second, it is the responsibility of the organization to institutionalize policy within the organization. Quotas system appears controversial in every case but no doubt it is significant as a strategy to ensure women participation in the form of representation. Evidently, where quotas have been implemented, the organizational culture has gradually become more accepting of women taking part in decision-making.

Thus, organizational governance system can help to increase the participation rate of women in decision-making if successfully considers the problems and challenges faced by women and creates women-friendly environment within organization. Differences between men and women will also be reduced if organization exercise the participatory decision-making process, develop gender policy and initiate appropriate dissemination process of policy and norms through their governance system. At the same time, the commitment of employee, especially those at the top, to gender equality and to adopting and implementing existing and future reforms is also critical for ensuring women's participation in decision-making.

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APPENDIX 01

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Interview For employee

(Survey is conducted for research purpose only. All the information of the respondents will be kept confidential)

1. Personal information

Name	Organization	Designation	Responsibility	Other information
				Age:
				Sex:

Organization Policy

2. What is the format of policy formulation in your organization?

3. In your organization, do you think women have the opportunity to involve in policy making?

Yes

No

4. Do you have any policy which is supportive for women's participation?
 1. Yes
 2. No
 - a) If yes then what is focused on the policy?

5. Do you have any gender policy for your organization?

1. Yes
2. No

a) If yes, then is it helpful for increasing the participation of women in your organization?

b) Is there anything which helps to ensure women's participation in decision-making?

Issue	Discussion
Recruitment	
Division of labor	
Representation in committee	
Facilities and initiatives	
Training	
For Violation	

6. Is the gender policy essential for every organization to ensure women's participation?

- Yes
- No

Organizational Forms and structure

7. Is your organization maintains any rules or procedure to ensure women's participation in the following sector?

For recruitment	
For training and capacity building	
For any committee formulation	

If yes, then what is the ratio for women's representation?

8. What is the format of the meeting of your organization?

1. Everyone can participate
2. Only senior officials can participate
3. Everyone can make comments but decisions taken by the seniors.
4. Others

9. Is all information of decision-making available for both men and women?

1. Yes
2. No

10. Do you think, the women member of the committee of your organization can properly participate in decision-making?

1. Yes
2. No

a) What type of participation happens in your organization?

b) If no, then what is reason behind it?

11. Is the management positions are mostly occupied by men?

1. Yes
2. No

a) If yes, what are the reasons behind it?

b) If no, what is the reason?

12. Information about management control

	Yes	No			
Is there any initiative for involving women in decision-making?			Do you think this type of initiative is helpful for ensuring participation?		
What is the procedure to disseminate policy?					
Is there any monitoring process for continuing the initiation?					

Organizational culture

13. Do you think the organizational policy and structures of your organization help to develop the attitude to women colleague?

1. Yes
2. No

If no, then what are the factors important for this?

14. Do you support that negative attitude of male hinders the participation of women in decision-making?

3. Yes
4. No

a) If yes, then how it happen in decision-making process?

b) If no, then what is the reason of non-participation of women in decision-making?

15. What are the most important things your organization considers for ensuring women's participation in decision-making?

**16. What is your suggestion for ensuring women's participation in decision-making?
Make your own judgments.**

.....

Signature of the surveyor