Said and done?

A qualitative study in the gender mainstreaming work within Entebbe municipal council, Uganda
Acknowledgements

This thesis has been possible with contributions of many people. First of all we want to send our gratitudes to Penina Kasuja Rutaragukayo, Joseph Kimbowa, Lydia Migayo and their families for hosting us during our stay in Entebbe. Thank you for taking good care of us, making us feeling like home and introducing us to your culture.

We also want to say thank you to our supervisors in field, Sophie Nakandi and Douglas Muwonge, for helping us in their area of expertise, for explaining the organization’s structure and assisting us during our stay. Further we want to send our gratitudes to Kalmar municipal council and especially our supervisor, Ann-Sofie Lagercrantz who has stood by our side from our application of Minor Field Studies to travelling with us to Entebbe and providing us contacts in the field.

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Webale nyo!
Tack så mycket!
Abstract

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Our study was a qualitative study in the gender mainstreaming work within Entebbe municipal council, Uganda. This thesis was funded by SIDA through a Minor Field Studies scholarship. The main focus was internal communication, particularly implementations of governmental policies. During eight weeks, we worked at the municipal council in Entebbe to investigate how the implementation of the local gender policy had been since its conduction in 2008. Our study worked on the theoretical frame of reference in the areas of organization, communication and project management. Our empirical data were gathered through conversations with citizens of Entebbe municipality, interviews with stakeholders and heads of departments of Entebbe municipal council, and observations of municipal programs and internal meetings. The purpose was to develop a communication plan, but the result of our research became a study to identify Entebbe municipal council’s current position in the implementation phase and to propose methods to oblige and fulfill the local gender policy’s objectives and requirements. The study showed that they didn’t need another steering document but increased presence of and communication about the local gender policy for the entire municipal council to contribute to a more gender equal organization.

Keywords: gender, Uganda, SIDA, internal communication, organization, communication, project management, communication plan, implementation.
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1.0 Introduction

In 2003 Kalmar municipal council, Sweden, and Entebbe municipal council, Uganda, sign a collaboration agreement, throughout the years many programmes have been run regarding building constructions, waste management and gender equality. Entebbe municipality council requested, in 2006, support from its twin city Kalmar to develop a local gender policy based on the Ugandan gender policy (UGP). The purpose was to apply the UGP to the local level in their municipality for better understanding and implementation. The LGP was conducted in 2008 and in the evaluation of that work Entebbe municipal council expressed a desire of help for creation of a media campaign to educate women of their legal rights. Through our contact Ann-Sofie Lagercrantz, officer of social sustainability at Kalmar municipal council, we found out about their gender mainstreaming project they were running. We saw it as an opportunity to practise the knowledge we had gained during our education and a chance to get new experiences in communication. Our assignment was to conduct a communication plan and media strategy to communicate the LGP in Entebbe and with that presumption in mind we applied for the MFS-scholarship and left Sweden for Uganda on the 22nd of March 2010.

Entebbe was the first municipality in Uganda to develop a local gender policy from the national policy.

The Uganda Gender Policy was conducted by the ministry of gender, labour and social development in 2007 and says:

The constitution of the republic of Uganda provides overall legal frame work for the Uganda Gender Policy (UGP). It recognizes equality between women and men. Specifically, it provides for gender balance and fair representation of marginalised groups; recognizes the role of women in society; across equal citizenship rights, freedom from discrimination, affirmative action in favour of women; and articulates specific rights of women including outlawing customs, traditions and practices that undermine the welfare, dignity and interests of women.¹

1.1 Problem background

In 2007 the government of Uganda stated the Uganda Gender Policy (UGP) and in 2008 Entebbe municipal council developed a local gender policy (LGP) to meet the needs of their specific municipality. Entebbe did the policy in collaboration with Kalmar municipality and in 2009 they evaluated their work together. Entebbe

¹ The Uganda Gender Policy 2007: 2
expressed a need of help in developing a media and radio campaign to inform the women within the municipality of their legal rights.

1.1.1 Presentation of a problem
To insure an effective external communication it is of importance to have a well-implemented message to communicate and according to the LGP one objectivity is for the Entebbe municipal council to adopt and follow the gender mainstreaming strategy for all councillors, management and staff. This include that the gender perspective should be considered in all of Entebbe municipal council developmental and managerial activities and programmes.²

1.2 Purpose
The purpose of this thesis is to examine how the implementation of the LGP has worked in Entebbe municipal council and to combine this with communication theories to suggest methods for further gender mainstreaming work.

Our personal purpose is to combine our knowledge we have gained during our training with the field. We hope to meet a different culture and that the experience will broaden our views in culture and communication.

1.2.1 Goals
Vision goal from Entebbe municipality:

The overall mandate of Entebbe Municipal Council is to deliver services for the General population of Entebbe Municipality. This therefore enjoins Entebbe Municipal Council staff and management to give regular input in order to mainstream gender in their work.

Our system goal is to provide methods and strategies for further gender mainstreaming work.

Our communication goal is to localize and reduce gaps between formal and non-formal communication.

² Entebbe municipal council - Gender policy 2008: 5
1.2.2 Research questions

- How has the local gender policy been implemented in the daily work of Entebbe municipal council?
- What communication methods are the municipality using in the implementation of the LGP?

To investigate the work in implementing the local gender policy we also looked into the organization culture to take their value, norms and attitudes in consideration while suggesting future work.

1.2.3 Demarcation

Since we just have eight weeks in Uganda some demarcations are needed. Our work considered the internal communication within the municipality, so the information we gathered regarding external communication were given to Kalmar municipal council for their future work.

1.3 Problems

It has both pros and cons that we are from another culture than the one in field. We are aware that it can be some problems concerning expectations, conventions and communication but by staying in the native’s homes, we hope to get in touch with the new culture are big. We also saw the possible strength in our different cultures since we could look at the situation from another perspective.

Ekström says that it is of importance that you have the basic knowledge for the area of study to be able to take the context, which the respondents are in, in account. We need to know if there are any political factors to consider and how the respondents relate to the subject and also local environment.¹

The language might also be a problem, even though English is the first language in Uganda. The area that we are located in is a part of the kingdom Buganda, which has their language Luganda. We use our supervisor Douglas, who speaks both English and Luganda.

Another problem is that gender equality is hard to measure. You can’t just look at statistics or numbers. That can show the gender distribution, but not the attitudes on how the employees experience their work environment or situation.

1.4 Acronyms and Abbreviations

KSRR – Kalmarsundsregionens renhållare
LLG – Lower Local Government

¹ Ekström 2000: 52
LPG – the Local Gender Policy
UGP – the Uganda Gender Policy
PFA – Prosperity For All
PIASCY – Presidential Initiative on Aids Strategy for Communication to Youth
TPC – Technical Planning Committee

1.5 Disposition
This work is structured in eight parts. The second (2.0) chapter, following the introduction contains the background of Entebbe’s situation today. The third part (3.0) consists of the theoretical frame of reference, with three main areas: organization, communication and project management. The theoretical frame of reference is followed by the methodological framework (4.0) which describes the procedure and our course of action. Chapter five (5.0) contains our results and analysis from the empirical study put in relation to our theoretical perspectives. The seventh (6.0) part consists of conclusions, remarks and suggestions for future work. And the last chapter (7.0) presents our references used in our study.
2.0 Background

Here we have gathered all the information that we have gained by looking reading documents of the Republic of Uganda and Entebbe municipal council. We have also summed our conversation with our supervisors and the town clerk in this chapter. Together with the legal texts regarding gender equality we will give a useful and necessary background of Entebbe’s situation today.

2.1 Structure of Entebbe Municipal Council

The structure of Entebbe Municipal Council is hierarchal organized. The mayor, his worship, Stephen Kabuye, runs the council. Under him there’s a depute mayor and a staff of political that has been elected. There is also a town clerk under the mayor, who is running all the departments. Each department has it own manager, who is than overruling the communities within their area of expertise. The municipality is divided in two divisions, A and B, which have the same structure within with the difference that division A is more developed and with higher standards of living. (see Appendix 1)

2.1.1 Entebbe municipality gender distribution

The municipality of Entebbe council is divided into seven departments, which all have their own manager. This data is submitted from the town clerk of Entebbe. 40.2%, of the total working staff of Entebbe municipality council, are women and 59.8% are men.

<table>
<thead>
<tr>
<th>Number of staff by department and gender</th>
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<tbody>
<tr>
<td>Department</td>
</tr>
<tr>
<td>Management support services</td>
</tr>
<tr>
<td>Finance and planning</td>
</tr>
<tr>
<td>Education</td>
</tr>
<tr>
<td>Technical services and works</td>
</tr>
<tr>
<td>Health and environment</td>
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<tr>
<td>Production and marketing</td>
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<tr>
<td>Procurement</td>
</tr>
<tr>
<td>Community development</td>
</tr>
<tr>
<td>Total</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Councillors</th>
<th>male</th>
<th>female</th>
<th>total</th>
</tr>
</thead>
<tbody>
<tr>
<td>L. C IV Councillors</td>
<td>8</td>
<td>10</td>
<td>18</td>
</tr>
<tr>
<td>Division A Councillors</td>
<td>11</td>
<td>9</td>
<td>20</td>
</tr>
<tr>
<td>Division B Councillors</td>
<td>11</td>
<td>7</td>
<td>18</td>
</tr>
<tr>
<td>Total of councillors</td>
<td>30</td>
<td>26</td>
<td>56</td>
</tr>
</tbody>
</table>

Source: Office of the Town Clerk (Entebbe Municipality council, EMC) 2010
2.2 Policies and legal texts

In the Local Governments Act it is stated how the distribution of a sub-county council, city division council, municipal council, municipal division council and town council shall be. It says that a municipal council shall consist of two councillors with disabilities, two youth councillors and the women have to form a third of the council.  

The mission statement of Entebbe municipal council is:

“To ensure coordinated service delivery focusing on national and local priorities in order to improve the quality of life of the people of Entebbe municipality.”

The Entebbe Municipal Council has a lot of documents regarding gender mainstreaming and action plans. They have got The Uganda gender policy (UGP), which is publicised by the Ministry of Gender, Labour and Social Development. The national goal says:

“Achieve gender equality and women’s empowerment as an integral part of Uganda’s socio-economic development.”

UGP also has some objectives to be considered in the mainstreaming work. One of them says that increasing knowledge and understanding of human rights among women and men should be done so that they can identify violations, demand, access, seek redress and enjoy their rights. It also includes that gender inequalities and inclusions of gender analysis in macroeconomics policy formation, implementation, monitoring and evaluation should be ensure and done. UGP also involves guiding principals for the implementation and that concludes that gender cuts across all sectors and levels, irrespective of public or private sector but also of state and non-state organisations. They should engage both women and men as providers and or producers of services and investments. The responsibility for undertaking this policy lies within the central government ministries, departments and agencies, local government, civil society organisations and private sector.

The town of Entebbe has also got a gender policy from Entebbe municipal council that has been developed in collaboration with Kalmar municipality. The goal of the local gender policy says that:

The overall goal of Gender policy in Entebbe municipal council is to strengthen gender equality and women’s rights among the municipal population and stakeholders. The Gender sensitive approach is not a goal in itself but a means to achieve equal rights between women and men, and to promote women rights through interventions at grass root level.

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4 The Local Government Act 1997: 26
5 The Uganda Gender Policy 2007: 14
6 Ibid 2007: 15
7 The Uganda Gender Policy 2007: 17
8 Ibid 2007: 18
9 Entebbe municipal council - Gender policy 2008: 5
2.3 Entebbe’s situation today

We met our supervisors to discuss the situation. We wanted to know how it is like being a woman in Entebbe, Uganda, if they have been empowered and also how the implementation of the local gender policy has worked out. We asked them to tell us what the challenges were. They said that the LGP is there, but no one seems to know what it contains. According to them, the managers in the organization don’t think that the LGP affect their daily work. The reason for this attitude could be that they weren’t involved developing it.

Not all the people were involved in the formulation of the policy and that is a big gap. Not all the people were involved, so most of the people don’t know what is in the policy. Whatever is going to be in the policy, it must come from the people.

To our first meeting we also asked them to bring former policies and action plans. We received 16 prints in gender mainstreaming, 19 reports on the gender situation and five DVDs about information campaign and the event on the international women’s day. We asked ourselves what was the point of getting one more document? Was it a need for that?

They told us that they lacked the documentation of what has been done and they also enlightened the gap of communication between formal and non-formal communication. Lots of meetings are set during non-formal communication, which leads to the lack of documentation. They also told us that they have all those documents but no one seems to know what to do with them or how to implement them. They requested guidelines for gender mainstreaming; the documents they have are too complex.

Women in Uganda are now getting somewhere, thanks to the governmental programmes, but they are in disadvantage to men. They have an action plan for gender in development and women in development, but there are also cultural beliefs that are a challenge for the implementation. A woman can’t devote herself fulltime to her job. She has responsibility for her home, husband, children and clan.

In “Gender budgeting for lower local governments – trainees’ manual” they enlists differences between sex and gender saying cooking, the caring for children, fetching water and collecting firewood are for women according to the gender differences. The gender is socially constructed relationships between women and men and differs from culture to culture, from race to race, from tribe to tribe and from religion to religion. Other factors are age, social grouping, nations, regions, districts and time.\(^\text{10}\)

\(^\text{10}\) The republic of Uganda, Gender Budgeting for lower local governments - 2005: 5-6
One challenge is that the policy hasn’t been disseminated to the different stakeholders and departments. “You cannot implement something where people aren’t a part of it.” Our supervisor also said that the people aren’t trained for the understanding of the issue. They have to have a gender focal person in each department. “We want to communicate the message that people will understand, in their language, first and foremost, in the language they understand, in its simplicity.”

2.3.1 Meeting with the town clerk of Entebbe town

In the local gender policy it was stated:

*The responsibility of the Entebbe municipal council gender policy is the top management within council, that is, the town clerk of Entebbe municipal council. The town clerk will ultimately be accountable for the end result of the municipal work as well as its policy decisions and the implementation of the Entebbe municipal council gender policy.*

We decided to meet the town clerk to discuss what had happened since the LGP was conducted. He said that at first they had discussed developing a local gender policy in line with the UGP but more specific for their municipality. They had discussed the matter at the full council meeting to get political acceptance and then the issue was put forward to the TPC where they discussed the task and the implement modality. They had to agree and ensure that they were gender sensitive in everything, every programme and project, but also to consider about the effects in the long run. The second matter was the inclusion in every single group of people and to caring for and understanding the different culture’s level of perception. For example he talked about the Buganda kingdom, which was the majority in the central. He said that it was some cultural practises that sometimes weren’t in line with the LGP so the changes had to be slow and sensitive in the same time as efficient.

He told us that it was three main levels for the implementation. The first was the work at the municipal council, the second was spreading the message to the organizations and thirdly to the households. At the municipal they had just now employed a senior officer of the department in social development and they had another woman who almost worked voluntary (these persons were our supervisors). To ensure the implementation in the organization was for an example how to spread the gender policy in the hospitals. This work hadn’t been done so well yet. And the third, and hardest according to the town clerk, was to reach the household level. The attitude of the men in the homes could be that no woman could teach them about gender equality.

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11 Entebbe municipal council - Gender policy 2008: 11
We asked him who was responsible for the gender policy implementation and he said the overall responsibility was the senior officer of the social development. That officer had the responsibility on all the departments, to make sure that they did their work with the implementation correctly. And under him were the executive committee and the full council. Finally he said that the interest of the employees hadn’t been that enthusiastic at first. They thought that they had been working with the LGP and that the work was enough.

2.3.2 Entebbe’s language barrier

Even though English is Uganda’s official language, not all people speak it. Uganda has over 50 tribes, under 6 kingdoms, and each tribe has its own language. Your tribe’s language is the first you learn as a child and the English is taught in the school. Biggest of the native language is Luganda and Swahili. Luganda is the language of the kingdom Buganda, which is the biggest kingdom in Uganda and is located in the central. Uganda’s capital Kampala and also Entebbe are located in the central part of the country.12

12 http://www.sida.se/Svenska/Lander--regioner/Afrika/Uganda/Landfakta/ (2010-04-20)
3.0 Theoretical frame of reference

This chapter presents the theoretical frame of reference. We have based our work on the informant’s information of the situation today. We chose to adjust the theoretical frame of reference to meet the request and to fulfil our goal. The theories content organization, communication, project management and useful methods for attitude and behaviour change.

3.1 Organization

“Culture is communication”

An organizational culture is made out of ideas, values, images, norms, and traditions. Organizational culture theories have a strong connection to communication, which is of importance when communicating within an organization. The solution of how to achieve a strong organizational culture is often possible to find in communications.

Kathrine Miller refers, in her book *Organizational communication*, to Schein who defines the culture of a social group, like for instance an organization, by raising some critical issues that it contains. First of all he says that it is a group phenomenon, because cultural formations depending on communication. He highlights the human’s need for stability, consistency, and meaning and says that cultural formations therefore are always striving toward patterning and integration. Second he defines culture as a pattern of basic assumptions. Therefore he says that the beliefs that make up culture are relatively enduring and difficult to change, since the individuals may not even be aware of the cultural assumptions they hold. Schein also declared that an organizational culture encompasses values, behaviours, rules and physical artefacts. He believes that the core of culture is its basic assumptions, and that values and behaviours therefore are better seen as reflections of that culture. The third aspect Schein brings up about culture is that it’s an emergent and developmental process. The culture in the groups are therefore learned or invented as a group meets internal and external challenges. The last definition Schein says about organizational culture is the socializing aspect. When new individuals enter the organisation, an important thing for them will be to understand the assumptions and values that the organization’s culture is built upon. But in the meantime they also interact with the people within the culture and bring in new experience and knowledge that they gained in the past. Schein therefore says that the new members interaction with old ones will be a more creative process of building a culture.

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13 Falkheimer 2001: 101
14 Ibid
15 Miller 2006: 88-89
3.1.1 Organizational culture

Out of Schein’s definition of culture he also sets forth a model of culture, that sorts out the various elements of a culture into three distinct levels. These are artefacts, espoused values and basic assumptions.

The artefacts are the most visible level of a culture and consist of the physical and social environment that the members in the organization have created. Architecture, furniture, technology, dress, communication patterns, such as forms of addresses, decision-making styles, communications in meetings and network configuration are all things that shows these overt manifestations. When you want to understand and investigate an organizational culture, it therefore is common to start to look at these things. They are visible but often not decipherable.\(^\text{16}\)

Espoused values come at the second level in Schein’s model. These are composed of individual and group values and give a mosaic of beliefs about how things ought to be done in an organization. It is important, he says, to remember that it’s not organizations that have values, individuals do. Together these people hold a wide range of values, which will contribute to the tense of the organizational subcultures. The values don’t necessarily have to be considerate equally; many scholars believe that the values of for instance the founder or the chief make a bigger impact in shaping the organization’s culture. One other thing to notice is that the stated value and behaviour don’t always match. This can be seen if there is no match between the artefacts and behaviour that are being studied in the first level and the values in the second level. In that case the values might be either rationalizations, or only ambitions for the future.\(^\text{17}\)

The basic assumptions is the core assumptions that individuals in a group hold about the world and how it works and it is the third level of the culture in Schein’s model. These are preconscious and taken for granted, since they have been reinforced time and time again when the group have been dealing with internal and external problems. Therefore the individuals can find it hard to articulate them, it’s just a natural part of who they are and what they do. Therefore it might be hard also for an investigator to se it, it’s invisible and hard to find. Schein brings up six areas around which these basic assumptions typically revolve. These are assumptions about the nature of: reality and truth, time, space, human nature, human activity and human relationships. Schein claims that you have not described or understood a group’s culture unless you have tried to identify the paradigm by which the members of a group perceive, think about, feel about and judge situations and relationships.\(^\text{18}\)

Schein’s definition and model represents together culture as a complex pattern of assumptions, values, behaviours and artefacts. The three layers are all connected to

\(^{16}\) Miller 2006: 89
\(^{17}\) Ibid 2006: 90-91
\(^{18}\) Ibid 2006: 92-93
each other. Underlying assumptions about the world might be reflected in a set of values that in turn generates behaviours and artefacts.

### 3.1.2 Values, norms and attitudes

Just as Schein describes in his theory, Jonas Stier also says that organizations are structured around values, which is based in the prevailing worldview and is reflected in our actions. He simplifies it all by saying: “While the worldview describes and explains the nature of existence, values tells how we should conduct us self for the same.”

The values are never static Stier says, and it’s not often a given phenomenon to have just one specific value, but several. Often we are not aware of our values until we meet someone who gives expression to a different one.20 Social norms are also based on our worldview. One could say that the norms are specific points of our values. The word norm coming from the word normal, and stands for the normal and acceptable. There are standards that govern the everyday interactions between human beings and crimes against these rules may result in punishment or sanctions, as well as rewards in the form of security, appreciation, status or material rewards can be obtained by following them. Standards appear in forms of ediction, prohibitions or permissions.

Moral and ethical beliefs are closely related to norms, since they have to do with people’s perceptions of what is right and wrong. Stier defines ethics as the reflection on moral issues, and these he says can often be collectively shared reflections that also are formulated in the texts, doctrines and plans.21 Taboos are social restrictions and stands very close to the norms. Both are highly emotive and the differences between them are sometimes difficult to discern. Stier says that the differences are just in their degree of the emotions. When the taboo is broken, it can provoke strong feelings of guilt within the person doing it and strong critic from those outside, and it is only the most serious crimes of norms that are called taboos.22

Another part that controls people are our attitudes, since they are those that govern our perceptions and our thinking. Attitudes are simplified settings that help us organize and bring order to any challenge that we face. They make us feel secure since we think we know where things belong and what we can expect out of them. Attitudes are often based on stereotypes, but are more of personal or collective preferences. Our attitudes are often rooted experience in the past, and just as in the case of stereotyping, it is not so important that the information is correct. Vague

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19 Stier 2009: 80
20 Ibid
21 Ibid 2009: 81
22 Ibid 2009: 82
notions developed into generalizations, which then are released into a belief about something is of such nature, and then it controls our actions. Our attitudes can range from sometimes quite thoughtful and systematic to sometimes relative superficial; one example is prejudices.  

Our attitudes are an important part of our identity, because it helps us to show our opinion of things and people and thereby tell ourselves and others who we are and how we want to be seen. Because of this it can be very difficult to change attitudes. It’s not just about changing a setting of opinions about anything, but also about changing whom we are or believe ourselves to be.  

3.1.4 Model for attitude change

Miller refers to McGuire who created an information-processing theory that suggests attitude change involving six steps, each step is necessary to adapt in the right order. 

1. The persuasive message must be communicated
2. The receiver will attend to the message
3. The receiver will comprehend the message
4. The receiver yields to and is convinced by the arguments presented
5. The newly adopt position is retained
6. The desired behaviour takes place

Later on McGuire developed a new eight steps theory, this was built upon the six-step sequence, but some of the earlier steps had reconceptualised and two more new steps added. Finally he developed this theory even more to a theory with twelve steps.  

1. Exposure to communication
2. Attending to it
3. Linking or becoming interested in it
4. Comprehending it (learning what)
5. Skill in question (learning how)
6. Yielding to it (attitude change)
7. Memory storage of content and/ or agreement
8. Information search and retrieval

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23 Stier 2009: 130
24 Ibid 2009: 131
25 Severin 2001: 174
26 Ibid
9. Deciding on basis of retrieval
10. Behaving in accordance with decision
11. Reinforcement of desired acts
12 Post behavioural consolidating

McGuire says though that any independent variable in the communication situation can have an effect on one or more steps. For instance intelligence might lead to less yielding and more attention, since an intelligent person more easily discovers flaws in an argument and is more willing to maintain an opinion not held by others but also has a greater interest in the outside world. McGuire also points out that it is possible for independent variables to affect one step positive as it at the same time affect another step in a negative way. Four instance a fear appeal might increase the attention to the message but in the same way interfere with yielding to the arguments presented.

McGuire’s theory shows how difficult attitude changes are, and gives a good overview of the process and the number of components it involves. How much time the informant should put on each step depends on the goal.  

3.2 Communication

John Fiske says that the definition of communication is dependent on the purpose and goal. You can define it as a transmission of messages or a making and an exchange of meaning for understanding. Everything communicates, everything like your clothes, hair, posture and CD-collection. “You cannot not communicate” says Jesper Falkheimer.

Communication is an important feature for a successful project. It is not supposed just to happen, it is supposed to be well planned and to be adapted according to the stakeholder’s needs, demands and expectations.

3.2.1 Communication within an organization

Like Falkheimer, we have chosen to consider organizational communication as internal communication. Falkheimer claims that good internal communication is an instrument for leadership. That type of communication includes not only information but is also an ability to involve in every process within an organization. Every person with management responsibility should be a good communicator and every activity within should be in the light of good communication. There

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27 Severin 2001: 174
28 Fiske 2004: 12
29 Falkheimer 2001: 21
30 Antvik 2007: 131
31 Falkheimer 2001: 86
are several types of internal communication and the best way is to combine them all. One category is work information, which is needed to be able to know your profession. Another one is news information; the third is leadership information that concerns goals and frames. The fourth would be information regarding values and culture issues.\footnote{Falkheimer 2001: 102-103}

According to Falkheimer, ideas regarding internal communication should be written in an agreed policy, which should be renewed continuously. Both employers and employees could set those goals with advantages in efficiency. Internal communication should be run with clear and define goals and purposes in adjustments to meet the receiver’s expectations and needs.\footnote{Ibid}

Falkheimer’s definitions are supported by Lars Palm, which says that good intern communication gives the people within an organization a common frame of reference. It means that a good knowledge and communication within an organization will prevent rumours and rumours mongering, which could be a threat at the work environment and creativity. Palm says that good internal communication can reduce and prevent complications, which can give a less effective organization. With satisfied employees and clear goals the possibility of receiving good ambassadors and opinion leaders will increase when everyone knows the vision and mission.\footnote{Palm 2006: 152-153} Another researcher, Peter Eriksson, lifts the benefits of having comprehensible goals within an organization by good internal communication. If the members know what your mission is, it will be easier to choose the right methods to reach the goals. Eriksson claims that a well-implemented internal communication is a good way to secure the external communication.\footnote{Eriksson 2005: 63-66}

### 3.2.2 Channels

When you know the purpose of communication, it is time to determine which kind of channel you are going to use. Antvik lists three types of one-way communication; letters, faxes and e-mails, and four types of two-way communication; interpersonal meetings, video conference, Internet conference and telephone conference. The one-way communication channels are usually written, which make documentation and filing a lot easier. Meetings of any kind shall be well planned and with a clear agenda ready in advance. If it is regular meetings you can have a standardize agenda.\footnote{Antvik 2007: 133}
Lars Palm claims that if the message regards communication of change, it is necessary to establish the new ideas with the employees. Useful channels can at that time be the already existing internal medias. That can be worker’s magazine, videos, internal-TV, internal network and also bringing the issue to the interpersonal agenda in dining rooms.37

You can also consider people as a channel for the distribution of messages. The two-stage hypothesis is a theory that describes the mass media’s impact on individuals. Previously idea was that everyone automatically received mass media messages. Katz and Lazarsfeld therefore developed this theory with the focus on opinion leaders. They thought that if you have opinion leaders they would distribute the message to their own reference groups. This makes it possible to the leaders to influence people on an interpersonal level, which becomes more personal, adapted and effective.38

3.2.3 Communication plan
A communication plan is a good instrument to guarantee good communication. It shall be drawn up after the analysis of stakeholder’s information. This can be done in two ways. The first is to determine for each stakeholder what kind of information they need and the other is to determine for each issue which stakeholder that is affected. A communication plan shall contain stakeholders, type of information, and purpose of the information, frequency, media and the responsible person. This can be put into a scheme to get a better overview for the upcoming communication. It can be summed to answer the questions of who, what, why, when and how.39

3.3 Project Management
When Antvik defines a project he uses four criteria that should be fulfilled. Thus, the project should be: benchmarked, temporary, limited and unique. A project needs to have clear and uncomplicated goals to be effective. The time-limitations shall be exposed and the issue, within the project, shall be solved in that timeframe. The issue shall have their demarcations clear, because that subscribes certain restrictions in the budget, and as mentioned, also time-limitations. Finally, Antvik says, that a project shall always be unique. It can’t be a repetition of something, because the individual adaption must be considered.40

Antvik describes the internal projects as either a development project or a project of change. The development projects can contain evolutions of products or systems, while projects of change can contain operational or organizational

37 Palm 2006: 158-159
38 Falkheimer 2001: 171
39 Antvik 2007: 134
40 Ibid 2007: 10
change. The leader of these projects is the project manager. It means, in his case, that he is responsible for the planning, monitoring, organization, management and reporting of all elements that the project contain and he will also secure the motivation among the employees to maintain the project objectives. When an internal project is about to start a document called project directive shall be founded. It shall conduct the need, desirable result, appointment of project manager and limitations.

A projects accomplishment is effected by its complexity. If there are many stakeholders, many interfaces, parallel timetables, many different cultures, mix competence and political oppositions the complexity will increase.

3.3.1 Agile – flexible project management

Agile means flexible or moveable. It is an expression used within the field of project management. This method has its foundation in those believes of doing the most important issues first. It says that you also shall welcome change and have clear distinctions of where the status of a project is and where it’s going.

Agile is suitable when:
- you need to see results fast and start using them
- the project has a weak purpose and the demands of project are lacking
- the project is run in a situation of change
- when projects are complex and there is a difficulty, for both the client and project group, to for see the outcome of the project
- when a project has been transferred to a public administration office and is a part of a bigger project

Agile values individuals and coherence before methods, processes and tools, doable hardware before documentation, collaboration with the client before contract negotiations and adjustments for change before strategic plans.

One of the agile’s principal, and a preferred way to communicate, is to prioritize interpersonal meetings to share information. The Agile method also embraces an even work balance and emphasises to do right thing first, nothing more nothing less.

41 Antvik 2007: 11
42 Ibid
43 Ibid 2007: 13
44 Ibid 2007:14
45 Gustavsson 2007: 15
46 Ibid 2007: 16
48 Ibid 2007: 24
3.3.2 Project manager

The project manager’s role shall be as a coach and will also be there as an advisor in the key issues after the project ends instead of the role of a dictator.\textsuperscript{49} To make sure that the project manager can work as a coach, instead of dictating enrolment, the employees need to take one’s own responsibility. A person that lacks these characteristics will sooner or later be taken out of the group. The project manager shall reduce obstacles and the attribute of responsibility will be a demand in this matter.\textsuperscript{50}

The agile method proclaims that a project group never shall be larger then that everyone can keep eye contact. Agile has found their similarities in the sport of rugby. Despite the captain’s responsibility of leadership every teammate must have his or her own specialization within the team and clear directive is also necessary to win the game and that the overlaying responsibility is on the team. Agile uses this metaphor to clarify the different distribution for a successful organisation.\textsuperscript{51} In Scrum methodology, which is a subordinated category within Agile, you are not supposed to have explicit roles in a group, because of convenience of leaving issues to the head of that institution. The agilens want to maintain the group’s thoughts as far as possible.\textsuperscript{52} Project managements are often run in temporary groups and therefore, Antvik says, that methods of teambuilding can be necessary.\textsuperscript{53} There are different methods of building these groups but it can be hard just to apply them in real life when you usually already have a staff to pick group members from.\textsuperscript{54}

In Agile, as mentioned, you want the project manager to be like a team coach and the group like a team. Even though the coach has the overall responsibility each and everyone must be able to run their own division. The team has the same goal and the collective responsibility is needed to reach the goal - to win the game.\textsuperscript{55}

3.3.3 Documentation

In terms of documentation, better communication is recommended before projects with lots of documentation, even though some is necessary for the effectively. For example some documents are needed when changes of staff to preserve the knowledge if one key person decide to leave in the middle of the project and also to maintain the goals. The goals shall be visible for everyone in the project group so the ambition is well known. The most important document is the documentation

\textsuperscript{49} Gustavsson 2007: 69
\textsuperscript{50} Ibid 2007: 70
\textsuperscript{51} Ibid 2007: 76
\textsuperscript{52} Ibid 2007: 77
\textsuperscript{53} Antvik 2007: 31
\textsuperscript{54} Ibid 2007: 32
\textsuperscript{55} Gustavsson 2007: 75-76
in the end of the project; this is needed to be able to renew a project and for the further administration. Also in the decision-making process documentation is necessary, because without them the democracy may be lost and the best rhetoric wins, which isn’t always the will of the mass. The communication is necessary when you leave out the documentation.56

“We would like to have a simple organisation as possible, otherwise it will fail.”57 The quote is originally from the military and is the constitution of agile projects and organisations. To be able to run complex projects in simplicity is desirable.58

3.3.4 Demands and goals

Gustavsson defines demands and goals in his book. He says that demand is the expected result of a project, while goals are the actual result that fulfils the demand.59 What he means is that you can have many goals and solutions for one demand. Gustavsson claims that if you are about to fulfil one demand you can end up with many goals to complete and fulfil the demand.60

Antvik define the same phenomena as effect and project goals. The effect goal will answer the question of way a project shall be practised; the result of this goal is the one that contribute to the organisation. The client should define this and is also the one who is responsible for the fulfilment of the goal.61 The project goal on the other hand should describe how to fulfil the effect goal and what the result is going to be. This type of goal should be expressed in terms of time, result and economy, but also need in competence training should be expressed in this goal. Those goals are the project manager’s responsibility to fulfil.62

Antvik claims that, if you are working with large-scale projects, it is adequate to take easy stages – we will call it phase goals. Those goals should be measurable parts and will increase the meaning of the project goal.63 Like Antvik, the agiles, prefer to divide a project in phases to have an even distribution of the work. By having those phases the client has a larger insight and the work could be flexible to a great extent.64

56 Gustavsson 2007: 44-46
57 Ibid 2007: 51
58 Ibid
59 Ibid 2007: 124
60 Ibid 2007: 125
61 Antvik 2007: 57
62 Ibid 2007: 58
63 Ibid 2007: 57
64 Gustavsson 2007: 39
3.3.5 Evaluation

The first and primary stage in the evaluation of a project is to establish if you have achieved the goals. This is called a summative evaluation, but Palm enlists two more. The formative, which result can be the foundation in the coming communication process and then there is the process evaluation, which analyses how the project has been run. That includes the decision-making process, the objective goals and the level of optimism or pessimism in the group. The process evaluation can describe why the project was successful or failed.65

There is more then one way to evaluate the communication aspect of a project. The most simple and cheapest is the desk-analysis. Through common sense can you determine if you have had a successful project or not. Another secure way to evaluate is to use real life indicators, a branch of that are observations. A presumption for that kind of evaluation is the insight, like the access to meetings to explore how many participants they were.66

Gustavsson illustrate a daily report and evaluation method called “daily scrum”. This is a method to apply in the agendas. This can be in already existing meetings or project meetings. The method uses three questions that should be answered with a time limitation of 15 minutes. The questions to be answered are, since last time? Today, what are you going to do until next meeting? Problem and obstacles, what can stop you from reaching the goal? Those questions shall be answered while standing to make a standpoint.67

65 Palm 2006: 163
66 Ibid 2006: 171-172
67 Gustavsson 2007: 155 & 170
4.0 Methodological framework

This chapter contains the methodological frame of reference and a methodological discussion. It also includes the procedure of guidelines, selections and problems we faced during the work.

4.1 Description

Our field study is located in a foreign country and culture, which demands a making of understanding of new attitudes, norms and values to be able to fulfil our purpose. Given that we needed to enhance our understanding and knowledge, we chose to concentrate on qualitative studies. The key issues for our study were both communication and gender equality.

4.2 Qualitative method

The most important thing that you need to do, despite quantitative or qualitative study, is to identify some kind of reality to examine with the theoretical frame of reference. When you chose a qualitative approach you need to consider three key issues; strategy, tactics and techniques. Strategy regards planning to enter a social setting, meaning of communication and the social relationship between interviewer and informants in terms of time and space. The tactic approach considers the attempts of the researcher’s social interaction with the field, for example define the people of your study to the interviews. Finally techniques refers to the concrete meaning of interacting and documenting the field. Bruhn Jensen claims that media researchers usually think of populations when they are about to sampling cases, but qualitative studies includes for instance settings, activities and events. Qualitative methods include interviews, ethnography, documents, artefacts and settings⁶⁸.

It is crucial, then, to realize that statements from focus groups or biographical interviews (or from surveys) are not simple representations, true or false, of what people think. All interview statements are actions, arising from an interaction between interviewer and interviewee.⁶⁹

Miller says making a qualitative research within an organizational culture is quite different from traditional social science. In this case the researcher have to do observations, which includes both participant and non-participant observations and

⁶⁸ Bruhn Jensen 2003: 237-238
⁶⁹ Ibid 2003: 240
also interviews. Then the gained understanding of the culture will be grounded in
the local and detailed observations. 

“It is assumed that a rich understanding of culture can be garnered only through personal experience.”

4.3 Methodological procedure

We used four different qualitative methods in our research; conversations, interviews, group interview and observations. These were gratuitous factors, which were analysed from our pre-understanding. To be able to do this study scientifically we chose a hermeneutic standpoint, which includes the hermeneutic circle. Its general purpose is to understand textual parts in relation to the whole. That contains pre-understanding, understanding and the process in between when comprehending new texts to a coherent interpretation.

4.3.1 Selections

We made our selections together with our supervisors. Since they worked in the organization and knew it very well we felt like using their knowledge to the fullest. We also considered our purpose in our selection. Since it regarded an implementation of a policy, we needed to get the employees’ acceptance and understanding to achieve the levels of McGuire’s implementations theory. Through our qualitative studies we wanted to find those stakeholders that would be of importance to further work and implementation. The following paragraphs describe each selection in details.

Our conversations were of random character, since we lived in separate families we got very integrated in their social networks and did numerous of unstructured conversations. Those conversations, however, led to an overall understanding of the cultural codes of both religious and generational differences since we interacted with natives from age three to seventy. We also had conversations with our supervisors. In the beginning it was first and foremost to help us understand the structure and hierarchy of the organization and in the end they contributed in their area of expertise, which was gender equality.

Our supervisors also picked our interviewees. This included all the heads of the departments at the municipal council and the gender focal persons of division A and B. In the use of McGuire’s implementation theory we wanted to get to the stakeholders with the message on an early stage so that they felt like they had contributed to the outcome of our investigation. Those people were the ones responsible for the gender mainstreaming and the ones that we wanted to involve and use later in the process.

70 Miller 2006: 95-96
71 Miller (Jackson, 1989) 2006: 95
72 Bruhn Jensen 2003: 21
As it turned out all heads of department were men, we felt we needed some women participants for the study and the validity of our work. We chose to do a group interview with four women. Deputy mayor and our female supervisor, which also took part in the interviews, elected those women. Our only criterion for the election was that it had to be a woman working within the municipal council.

Finally we also made observations, ethnographic studies, in the field, where we visited two meetings, one in production and one technical planning committee, and follow ups with farmers who participated in a governmental programme and also a primary school. We had requested some field observations and our supervisors picked them for us. Our aim with those observations was to compare what we saw with what we had heard in the interviews. Did the communication channels work? And we could also observe the hierarchy in the meetings and who that got to speak. “Participant observers do ethnography, which is the description, classification and interpretation of a particular group’s way of life.”

4.3.2 Conversations
The information that we presented in 2.0 Background is taken from conversations with our supervisors that were held throughout our working process. At first the conversations mostly maintained the current situation in the country and where the gaps between men and women were biggest. It was unstructured conversations and afterwards we had daily contact with our male supervisor that we could confirm data with and raise questions and problems, when they arose. The conversations with our supervisors gave us an overview of the problems and the obstacles there were to be able to confront them.

4.3.3 Interviews
All in all we interviewed eight heads of departments in the municipal council and two gender focal persons, one from division A and one from division B. Since we wanted to use McGuire’s implementation theory we decided to apply that approach on our interviews. We wanted to give the interviewees awareness in the question of fact at the same time where we could make them attend to the message. We used the type Bruhn Jensen calls respondent interview. It is here the interviewees are representative of one or more social or cultural category. In our case that was the stakeholders which later should use our suggested methods for gender mainstreaming – the heads of departments. It was important for us that every stakeholder got to speak. In line with Ekström who says that the interviewee has a purpose in giving his or her side of the story.

73 Ekström (Denzin 1989: 156) 2000: 24
74 Bruhn Jensen 2003: 240
75 Ekström 2000: 63
Another purpose of the interviews was for us, as researchers, to get a greater understanding for the implementation work. Ekström advocates for qualitative interviews when the purpose is to comprehend complicated phenomena. He says that the method is relevant when investigating the attitude on internal communication within an organization. In this type of interviews the interviewee can speak freely without interruption or influences from others.\textsuperscript{76}

Each interview started with our male supervisor briefing the interviewee of our work and our progress. Our supervisor overheard the first two interviews; see our remarks in chapter 4.4.

We composed the interview guideline in collaboration with our supervisors. (Appendix 2) The questions were constructed from our purpose in line with our study of the implementation of the LGP. We chose the type of structured questions, in a specific theme, to get the respondent’s information. This after considering what Ekström states of structured questions.\textsuperscript{77} Our purpose was to lift the prospects of gender mainstreaming and while the interviewees answered our questions they also had to think of their own work and make suggestions of things that we could improve. Ekström says that if you have the purpose of informative conversations you shall be flexible with the interview guidelines to show that you have paid attention to the interviewee.\textsuperscript{78}

In all the interviews one of us acted as a moderator and the other as the secretary, and she also handled the recorders. Since all of our interviewees are official persons we chose to only address them by title of profession. The interviews lasted between fifteen minutes up till seventy minutes.

\textbf{4.3.4 Group interview}

After the interviews, we found that all participants were men, so to get a higher credibility and a valid study, we chose to supplement these with a group interview with women. In a research regarding gender, it was of importance to consider both men’s and women’s point of view in the issue. Therefore, we decided to gather a group of women working in the municipal council, for a group interview. The purpose of our interview was to find out how the women in the organization felt about their work situation. Do they find their work environment equal? And have they been active in the implementation of the LGP?

We chose to use advices that Wibeck gives for how to prepare and do interviews in focus groups. Focus groups are a research technique in which data is collected through group interaction around a topic that the researcher selects.\textsuperscript{79} We chose to

\textsuperscript{76} Ekström 2000: 50
\textsuperscript{77} Ibid 2000: 55
\textsuperscript{78} Ibid 2000: 61
\textsuperscript{79} Wibeck 2000: 23
use this method because it is a method in which the participants can talk very freely about the topic and exchange experiences without the interaction of a moderator. This can lead to group participation so new angles can be brought up that the moderator couldn’t foresee. Since we were from a different culture with other experiences regarding gender equality, we felt that this could be of great value to our study. This method could be a good complement to the individual interviews we had done, to insure that we really explored the subject from the participants’ perspective.\textsuperscript{80} We just had the opportunity to interview one group, and couldn’t put their answers against another, and instead we compared the answers with the personal interviews. When it comes to the analysis we have worked with the collected data as an ordinary group interview.

Since we wanted to pursue a free discussion as possible, to be able to maybe over come some new aspects, we chose to have an unstructured interview. Wibeck argues that groups often work best if the members may freely discuss and introduce new topics, but where the moderator is still prepared to go in and steer the discussion if the group is totally off the subject. We chose to follow Wibeck’s recommendation and did an interview guide with broad problem areas that we wanted to come by in the interview.

We held the interview in a calm room in the municipal council. First we gave them a short introduction about our study and told them about the purpose of the interview, before we gave them the first subject. It did not go as well as we had hoped to get them to speak more freely about the subject. Instead of talking to each other they were talking directly to us, more than we wanted to. We also had to give them more questions to keep the conversation alive and get the women to speak. The whole interview took about an hour, but afterwards one of the women stayed a bit longer, so our talk continued with her and this time it was more of a conversation.

4.3.5 Observations

Our first observation was in our work place, Entebbe municipal council, which was the organization of our study. The observation we did was on an early stage to prevent taking things for granted. We observed the architecture, settings, artefacts and behaviours.

On the 25th of March we attended a PFA meeting in the mayor’s garden with one of our supervisors. On the way there we got a short brief of the PFA programme (Prosperity For All). The meeting was held in a tent with plastic chairs and the spoken language was luganda. Our supervisor translated throughout the meeting in short terms. We got to see was the interaction of participants and the moderator and also the flow of communication. We observed type of messages and communication.

\textsuperscript{80} Wibeck 2000: 58
The 1st of April we went to visit a primary school and its headmaster. Earlier we had held an interview with the head of education so we could ask questions about the communication and how it was structured, if the information harmonized. We first met with the headmaster in his office and talked about how he was informed of our arrival and also about their work with specific issues like gender and hiv/aids. Afterwards one of the teachers, the one responsible for the anti-aids group, gave us a guided tour of the school. We got to visit four classrooms and were able to see the communication and hierarchy between students and teachers.

4.4 Transcribing
We recorded all our interviews and took notes. Based on those, we made a literal transcription where we wrote down all the identifiable words. We chose to include all major retakes and tribal connections. For longer breaks we did not print out the number of seconds, but only select those with a dot in parentheses (.).

The whole conversation with the focus group was recorded on tape, and since we were two, one of us could be the secretary for the meeting and take notes on who said what and details that you can’t notice at an audiotape like gestures. The other one could then totally concentrate on following the conversation and lead them on track again if they got out of it, and make sure that everyone were getting the opportunity to talk for the focus group. We chose to do a note-based transcription based on the notes81, and audiotape we used just to go back and do more screening and verification of quotations and the oral summary at the end.

4.5 Method analysis
In our analysis, of interviews with department heads, we had tape recordings and our transcriptions to use. From those we did a content analysis of what has been said against the criteria we mentioned in the theory; organization, communication and project management. We also compiled the interviews to find patterns and opinions that come out in several of the interviews.

In our analysis, out of a focus group, we chose to analyze along the same criteria, to get answers to our research questions. To do this we used our tape recordings and notes.

We always did our analysis of the observations, made on the field or by participating in a meeting, right after they were completed. Based on our impressions and the memos we did, we sat down together to discuss and summarize what we had experienced and what we had seen that could be of value for the study. In this analysis, we also considered if the information we had been given corresponded with what we had observed.

81 Wibeck 2000: 81-82
4.6 Method critic

The information that we gained during continual and spontaneous conversations with our supervisors we felt had a high reliability since they are primary stakeholders. They were responsible for gender issues in the community and they would benefit the research result of our study. The critical part is rather in the documentation out of these conversations, because we usually only took brief notes. But since we have always had supervisors at hand, we were able to ask question and clarify if something had been unclear to us, or whether we understood them correctly.

Our interviews with the heads of the department proceeded in a good way. Initially we had troubles with our supervisor who was sitting by during the two first interviews. He wanted to be a support to us and help us to introduce ourselves to the interviewee, but we experienced this as something negative for the reliability of the interview since he was responsible for gender issues in the municipal council and could potentially affect the managers’ answers. When he started to get involved in the interview by coming with own answers we had to explain the situation to him and tell him that we wanted to do the interview alone, which he understood and accepted. In the rest of the interviews he just briefed the interviewee of our work and then left us to do the interview by ourselves. All the managers turned out to be men, which gave a constricted image of the social, cultural and gender distribution for our study, so we therefore chose to supplement the interviews with a female focus group.

The conditions for our interview with focus group weren’t ideal. We had very little impact in deciding the representatives, time and place for it. We wanted to create a dialogue and highlight some of the issues that got revealed in the interviews. Since this method was to validate the former answers from the interviews and gain understanding in the gender issue, we were not depending on the women’s profession just the fact that they were women with experiences of working within the municipality. We had to restrict our meeting to the circumstances and accept the fact that only four of the eight women that originally was planned to be a part of the interview could make it. We found it difficult to get a self-running conversation without having to come up with supplementary questions, and they would rather speak directly to us, than talking to each other. However, we felt like the material had reliability, since we were able to sit in a calm environment and talk with no obvious disturbance or specific elements that could stop the women to speak freely. Accept from that, we had to consider that we were white girls coming from a different culture. They knew of our origin from Sweden and development in gender mainstreaming in our culture and that could have had an impact on them in the way that they were a bit cautious about what they said and showed. One should also have in mind that the information you get out of an unstructured interview is rather subjective values and not facts. We as moderators may also have influenced them when we were forced to break the conversation to get them to talk about the issue of our interest.
Our empiric and choice of method have validity. This method could analyze the participants’ own interests in the matter, and that it could provide more depth in the issue and show its context. The method in itself may also influence the participants of the group by making them aware of the problem, which we also saw as an advantage in the forthcoming implementation of the final result.

The main purposes of our observations were to understand the structure and the flow of communication, which we got. Even though our supervisors picked the meetings and places that we saw, we got there spontaneous so we didn’t think that our attendance infected and influenced the structure of the meeting. Our purposes were fulfilled because we got to see different kinds of communication, both within the organization and out to the society.
5.0 Results and analysis

This chapter contains the reports and summaries of our empirical studies in the conversations, interviews, group interview and observations under our main chapters; organization, communication and project management.

5.1 Organization

Through the gathered information we have tried to find out more about the organization of the municipal council. We have looked at the structure and the hierarchy and used Schein’s model of culture that brings it down to the three various elements that he say its constructed by; artefacts, espoused values and basic assumptions, which we have tried to sort in our findings. Some of the things may be influenced by the context in which it consists because we have also looked at the culture in the society, especially concerning the gender issue.

5.1.1 Conversations

We talked with our supervisor about the communication within the municipal council, and we asked him how well he knew his co-workers in the organization. He said that he knew all the employees in the municipal council a bit, but sometimes just by name. But he said that it wasn’t many that you talked to about personal issues with, like family matters. The conversations were mostly regarding work.

In our conversations values, norms and attitudes were brought up very often. The conversations in our homes were usually about the culture, traditions and everyday life in Uganda, but since parts of the family were working at the municipal council we sometimes came to talk about work as well. According to Stier norms are standards that govern the everyday interactions between human beings, and during this conversations many norms were mentioned. One of the things that the town clerk and the deputy mayor said about their work was that they in their professions had a big role as representatives at celebration days or openings for instance. People also tend to put a great value to the hierarchy and always want to talk with the highest in the hierarchies. So therefore they told us, when people came to the municipal council they asked to speak to the mayor, and when that’s not possible they insist to talk to the town clerk instead. Because of this they often had a problem to concentrate at their work. In their culture, they explained, it was not accepted to turn down a person who came to your office to talk, since this person might have been travelling from far to meet you. Therefore they sometimes were holding their meetings in other places, to not be disturbed.

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82 Miller 2006: 89
83 Stier 2009: 82
They also told us about some norms regarding the families in Uganda, who they said were valued very high. They said that the Ugandan families are bigger than in Sweden and that it’s not unusual to have some extra children living with you that are not your own. These children maybe have lost their parents, and as a relative it is your obligation to take care of them. Hospitality is another norm. An old saying in Uganda says, “The home is not a running trough. It’s an ending”. This was something the women got to learn in the school. It meant that if someone is passing by your home, you offer him something to eat, and don’t let him pass.

They explained for us a bit about their tribes and kingdoms that have a big role within the society. Even if the kings no longer had any power the country the kingdoms still have a big impact on the tribes, and many of the traditions were still being practised. For instance they told us that it was not allowed to married someone in the same tribe. All the different tribes have special traditions, dances and obligations to the king. The religion is also something with big impact on the society and everyday life in Uganda. They told us that the country holds many Christians, Muslims and Buddhists. These religions lives peacefully by each other without disputes, at a family feast for instance they could begin with a religions ceremony, and even if the guests were having different religions, all could still have a close relation to each other and pray together.

5.1.2 Interviews

Schein says that an organization is a group phenomenon formed by communication and that it has many levels and that they often try to fragment. When we talked to the officers about their departments some of them also explained for us the structure as a whole within the municipal council, in which the hierarchy was very clear, with very many sectors. One officer in the technical wing said:

> You know we don’t work as individuals we work as you know council, because that idea would be that a council coming together. We bringing up something, then we agree on it, and then we go ahead and make it.

The municipal council was divided in two wings, the political and the technical. The mayor headed the political wing and the town clerk the technical wing. At the political side they had nineteen councillors and one executive committee. This executive committee had five members, the mayor who was a man and the deputy mayor who was a woman, and three more members, one male and two females. At the technical part of the municipal council, they had the technical planning committee; they were five males and four females. The technical wing was divided into to smaller parts called divisions. It was two called A and B, which were headed by two chairmen, both men.

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84 Miller 2006: 88-89
Some of the respondents brought up that they were standing under the government and had to follow policies and instructions of them. One officer said that when they sometimes faced really big and serious problems they had to take it to the government. The department who was supposed to look after that everyone knew about the new policies and directions from the government were the office for social development, which was below office of finance. They were the ones responsible for making sure that the gender equality is mainstreamed even in the plans and the activities of the council. It was their duty to every year look through the development plan, to insure that the indicators were gender sensitive.

This way of thinking and acting, always out of the hierarchy, was mentioned earlier in the conversation and could be sorted under Schein’s category espoused values, which are abased in the prevailing worldview and reflected in our actions. Schein believes that the core of culture is its basic assumptions, and that values and behaviours therefore are better seen as reflections of culture attitudes, since they are those that govern our perceptions and our thinking.

All the department’s officers we were interviewing were men. When we asked them about the gender distribution, the answers differed a bit between their departments. In the educational department they were two men and one female. But a bit further down in the hierarchy, at the schools there were about 75 females and 25 men that are teaching and heading schools. Also in the health department they were mostly men at the top but almost just females working as nurses. In the department of engineer they had two female and the rest of them were men. In the production department the officer said all the work they do was gender balanced in the field. And that it therefore was easier to get the activities balanced. He explained to us that they had specific guidelines when they were setting up committees that they had in their programmes. Those guidelines said that they could all be women but they can’t be all men, it should be at least half or one third of women in the committees. One of the respondent said that you can see two various levels when you look at the gender distribution, that men are more engaged in the activities you do in terms of professionalism, then the women, he said they were trying to change this integrating the female in several activities.

Basic assumptions are the core assumptions that individuals in a group hold about the world and how it works. These are not easy to see but they are, as mentioned earlier, shown in attitudes and values. Schein claims that these assumptions are about the nature of: reality and truth, time, space, human nature, human activity and human relationships, and out of that we could find some in our material. One thing that many of the interviewees mentioned were that in their culture a girl still was simply looked upon as a mother. And that it was the

85 Miller 2006: 90-91
86 Ibid 2006: 92-93
woman’s job to take care of the house and children. For instance the educational officer explained that because of this tradition in the past the girl child was not given a lot of priority in times of accessing education. This, they had almost managed to solve by a governmental policy called Universal Premier Education (UPE). This policy advocated access to education by all children and that they had to insure that it was equal opportunities for all children despite gender and tribes. Today he said, some schools had more girls than boys. But other problems regarding the culture were also brought up. He said:

_There are some challenges, but the biggest challenge is conflict from the culture aspects, the traditional understanding and behaviour, because the culture aspects that I was saying simply looked at the girl as a mother. And when the girl gets in the age of 14-15 years the parents will automatically be thinking of having that girl married and they get bright wealth out of the girl._

The men thought that this was a role of nature, and in this case it came very clear how much the culture in the society effecting the work within the organisation.

Some of the respondents brought up their own experience and attitudes towards the gender equality issue. All of them thought that the women were capable of doing a really good job, as good as the men. Some of them even said that the women worked harder than men and one said that he thought the women were more trustworthy, and that that also was something just natural, in the way they were created. Two of them mentioned that they thought the women were doing a good job, but hadn’t problem that they also often had a family to consider, and more often had to stay at home because of this. One respondent talked about the job distribution and explained it was “_the winner take the post, you can’t do much about it._” He also said that of course the woman should get the job if she could manage it but that there were some jobs that suited the men better, because they were the ones that have the muscles, as an example he mentioned jobs as dealing with waste management. A major problem with implementing the gender equality plan that was brought up of some of the respondent had to do with an attitude. So many, they said, just think gender equality was something regarding just the women, and not both the sexes. Stier talks about attitudes like this as simplified settings that help us organize and bring order to any challenge that we face.87

Some respondent found it hard to answer questions about the gender equality plan, since they did not know what it had to do with their daily work and a few of them said that we should ask the head of the social sustainability office about it instead, since it was on his table. When we asked them about what kind of benefits that they could gain by implementing the gender equality, most of them were

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87 Stier 2009: 129
seeing the people out in the community as the ones who were benefitted by it. The women, children and disabled were mentioned. A few of them also said that it benefitted the country as a whole. One of them said a mother that is educated and enlightened about social, political, economical issues would raise her children in a better way, so if you educate the girl child, the whole country would improve in the future. One other enlightened the fact that in Uganda they had many ladies, proportion one to three or one to four. So if they were about to leave it all for the men, who were a quarter, then they would find that the three quarters were depending on that quarter and that can’t develop.

The two people that were working specifically with the gender equality plan within their department mostly mentioned advantage at a personal level. One said he was gaining a lot of experience out of it. The other one said that it would reduce the burden of them if more employees considered the gender equality, because now they were the only one to handle issues that had to do with gender. But in another department one mentioned that he gained little working with ladies and another one said that it made it easier for them to get acceptance in the community if more women were involved and that made the programmes become popular because the women would not shy away.

5.1.3 Group interview

In our group interview with the women a lot of what had been said in the interviews with the officers were confirmed. The conversation did not concern so much about the municipal council as an organization, more about the attitudes that were to be found in it and how the culture in the society influenced the organization’s culture and the gender equality.

One of the women said she was proud of being a woman and that she today was having some opportunities they didn’t have before, for example the opportunity to move from the kitchen to the offices and industries. One other expressed that they today were travelling on a more ready road. She said that she can speak up, where her mother never did or could do. But another women also told us that the chances of getting a top-job still were very minimal. She had herself experienced not getting a job even though she was the one most qualified, because they thought that she as a woman and couldn’t rule over men. But at their office in the municipal council they felt that the expectations were the same of the profession, it didn’t matter if you were a woman or a man.

They all agreed about that there were some issues with their cultural norms and attitudes that stopped the women from getting the same possibilities as men. They mentioned that the women still couldn’t own land or inherit land from their fathers. The practise of the bride price also existed and that the families could decide when and to whom a girl should marry. The major challenge, they said, was that the women still were seen as the one responsible for the home and the children, which made it impossible for them to dedicate fully to their profession. One woman said:
“We feel that men can do better than women”, because the women have so many obligations to their homes even in the weekends. They never got the time to rest.

Despite this, the women said the same thing as some of the men had mentioned, that women tend to do better than men nowadays, both in work and in schools. Their explanation to that was that women naturally put all their time and attention in what they do. If a woman should cook a dish, she would do it perfectly because a woman is a perfectionist and always concentrated. They also claimed, just like the men, that the women are more trustworthy by nature, which they thought was showed in that there are fewer cases of corrupt women, and less fraud among women working at the banks.

A new aspect that came up under this conversation was that they all experienced a competition between women and that women didn’t support each other. They thought that it was something natural and a global problem, and could therefore be seen as a basic assumption. The relationship between women and men, they thought, was good within the municipal council.

Finally when we talked about the problem about the implementation of the gender equality, they brought up the same issues as some of the men, that the gender equality often were associated to just the women and therefore they said there was those two approaches of gender programmes; gender in development and women in development.

Our conversation with the women became more about the different roles that were given to the men and women in the society. Stier mention these roles as a difficulty for changing attitudes, since they are such an important part of our identity. It’s not just about changing a setting of opinions about anything, but also about changing whom we are or believe ourselves to be. McGuire’s agrees about how difficult attitude changes are, but gives in his theory also a model for doing it. It’s a process that involved 12 steps that are needed to go through to make it happen.

We wanted to set a good example in acting as we learned, so we explained for our supervisors that we wanted to use the first steps in McGuire’s model for the participants to attend the message at an early stage in our interviews.

5.1.4 Observations

It’s common, Schein says, to start by looking at the artefacts to understand and investigate an organization’s culture, this since they are the most visible parts of an organisation but often it’s not so decipherable. During our observations we got to see a lot of the organization, both how it worked within the municipal council and out in the field. We were able to do most of our observations in our everyday work within

88 Stier 2009: 130
89 Miller 2006: 24
90 Ibid 2006: 89
the municipal council, where we gained lots of experiences and knowledge of the organization of our study, first and maybe most just by looking at the artefacts.

We could see that the municipal council building had a very open planning, with the corridors around a big opening, which was open from the bottom up to the ceiling. The atmosphere felt open and friendly with the doors to the offices always slightly opened and people visiting or greeting each other whenever. In every floor there was a notice board with current information. The mayor was seated at the top floor, and his office had a very nice interior. The room was divided in two parts, a working area with a beautiful desk and a lounge with leather couch for spontaneous meetings. On the opposite side of the corridor was the relaxing room open for everyone with a view over Lake Victoria and the golf course. The other side of the top floor wasn’t ready yet, but had a conference room.

On the next floor the deputy mayor, town clerk and the planner were seated among the technical staff. And on the next floor we were seated among the production office and the office for councillors. All rooms were neat with no decorations, arts or photos, but sometimes you could see a portrait of the president or the municipal calendar hanging at the wall. They hadn’t computers in every office, approximately every other office had one and none had intercom telephones. Often you could see people standing in the corridor chatting or looking out over the open areas, observing people walking by on the different floors. Those talks were often about work or just polite conversations and seldom about more personal matters. We noted that they all were following a dress code; the men were wearing suits and the women almost always skirts or dresses. It was common to address each other with titles or family names, and to the mayor they said "his worship the mayor".

At the TPC meeting we got to know how the different departments cooperated. At the meeting everyone got to give a brief about what he or she had done in their department and got the chance to involve others and ask for help. We also found out that the definitive decision-making was not made in these meetings. The final decisions were made in the executive committee meetings. We could see that all the officers seemed to know each other quite well and the discussions were held in a relaxed tone and people were able to joke and laugh. The meeting did though felt very formal. The town clerk had a distinct leader position and gave direct instructions and rebukes. He seemed to follow an agenda, but this one was newer displayed in advance or handed out so that the participants of the meeting were able to follow it. When it was time to take a decision after a long discussion they voted by raising their hands. In another situation the town clerk decided that some of the officers should write a new report about the issue, for all of them to look at before a decision could be made. Other details we noticed about the meeting culture were that it wasn’t so important to keep time and to use it efficiently. It was accepted to come one hour late to the job or to a meeting after the given time. The phenomenon was called “african time”, which meant that the time is not strict
following the watch, as a gentleman said: “In Europe they have watches, in Africa we have time”. We also noticed that technical aids were not used, except from a PowerPoint. Since everyone didn’t have a computer, all information that they gave out was paper copies. Both before and after the meeting everyone had time and opportunity to talk to each other over a cup of tea or lunch. Those conversations could be about work or private matters. In the end of the meeting we got to know about a ritual used to highlight and award actions appreciated by the municipality. This was a competition that the mayor was planning to hold on the Labour Day to appreciate those who had been doing well for the community. The planner documented the meeting as a report at his computer during the meeting.

Both at our visit at the school and at the PFA meeting we got to see a close relation between officers and the community. At the observation we made regarding the PFA project we could see how the organization worked in the field. In the meeting we saw an unstructured interaction between the farmers, chairman and the officer of production, everyone was eager to speak his or her opinion. We were told that participation in the decision-making was necessarily in their work with projects like this, to get a successful collaboration between the council and citizens.

5.2 Communication

We have tried to find the answers of how the municipal council of Entebbe has worked with the communication of the LGP and which kind of channels and methods they are using to distribute information within the council.

Falkheimer claims that everything communicates and you cannot not communicate.⁹¹ In our study we had conversations, did interviews and observations with the purpose of investigating what is said and what is done. According to Falkheimer, even those things that you don’t say or know are an indication of what you communicate to your surroundings. In terms of internal communication, Falkheimer claims it could be a tool for leadership and that it includes several types of information, not only in the employees specific area of expertise. He says that every person in management position should have a responsibility and qualities in communication within the organization.⁹²

5.2.1 Conversations

Falkheimer enlists four different kinds of information; work, news, leadership and values.⁹³ The LGP would be categorized under news information and the information regarding leadership containing goals that would be in interest of the manager to distribute to the grassroots. As presented in chapter 2.0, it contains of purposes,

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⁹¹ Falkheimer 2001: 21
⁹² Ibid 2001: 102-103
⁹³ Ibid
goals and objectives to be handled by the employees. Our supervisors said that not everyone was involved in the formulation of the policy and therefore they did not know what it contained. They also said that they lacked documentation of their situation today and had hard times figuring out the next step. They requested guidelines for gender mainstreaming because of complexity of their present documents.

According the policy the responsibility of the implementation lies upon the top management within the council – the town clerk of Entebbe municipal council. In the conversation with him he told us that they had now employed a senior officer of social development who had the overall responsibility of making sure that the managers of each department integrated the policies given them.

5.2.2 Interviews

In the interviews with the heads of departments we wanted to find out more about the communication methods used within the organization. We then used Antvik’s definitions of one-way and two-way channels to categorize the different types. The one-way is usually written while the two-way can include meetings of some kind.\(^{94}\) We found out that they used two different definitions, non-formal and formal. The difference between those was that the non-formal channels never was documented and included interpersonal meetings. It turned out that the council had several one-way and two-way, formal and non-formal channels. Antvik lists one-way communication channels like letters, faxes and e-mails.\(^{95}\) In terms of one-way channels they were unanimous. They said they used memos, church leaders, notice boards, buss stops, public places, radio, public announcements, public drives, speakers, TV, news and official letters. The public drives are where they hire a speaker that runs through the villages and parishes while making announcements of community meetings or activities. These drives are seen as one of the most effective because it makes people start talking. One other channel was “Entebbe today” and tv-programme broadcasting news concerning Entebbe municipality.

The use of church leaders is something to refer to the two-stage hypothesis of Katz and Lazarsfeld.\(^{96}\) The interviewees told us that they sometimes used the church leaders and even chairmen and local chairmen to communicate messages. They felt for example that the reverent could reach a wider public by communicating messages from the municipal council to the citizens, because every citizen eventually would go to church.

When Antvik lists two-way communication channels he mentions interpersonal meetings, video conferences, Internet conferences and telephone conferences.\(^{97}\)

\(^{94}\) Antvik 2007: 133
\(^{95}\) Ibid
\(^{96}\) Falkheimer 2001: 171
\(^{97}\) Antvik 2007: 133
The two-way channels they used contained interpersonal meetings such as local council meetings and celebrations like the international women’s day, word-of-mouth, sms, phone calls and day-to-day meetings in the hallways. Both these methods they divided into formal or non-formal channels.

The official letters was a formal, one-way channel they used to write the divisions and local governments. They usually send it to the chairman and that person past the message forward by verbally to the grassroots. One respondent said, “We write the divisions but there is a level at which the formality has to stop.” He meant that they can’t write to everyone and some of the citizens can’t even read. Within the municipal council they used non-formal communication and meetings in the corridors but also phone calls and text messages, sms. They even combined these two options. Another respondent confirmed that by saying that if he would hold a meeting, he would first send them an official letter, but he would also send them a sms the day before as a reminder. Some of the respondents said that it sometimes was better to communicate through the radio, because of the resistance the logo of the council on the envelope could cause.

When it came to when and what they communicated there was a bigger dissimilarity between different departments. Some of them said that they had implemented the LGP in their work already, some raised the question in their department and field, but some didn’t think that it was an issue for them directly. “Communication of the gender equality plan. Eh I think that question should be maybe in Douglas’s department.” Some of the respondents said that it wasn’t a direct message, but that they tried small efforts to seem gender sensitive. One of the interviewees said that he tried to use non-gender words, meaning using the word “you” instead of “he” and “she”. Another said that he tried to raise the question of fact every time he got the opportunity, both in the field and within the council. One problem they felt was a challenge was the when they talked about gender most men didn’t seem to think that it regarded them.

Lars Palm claims that if a message concerns attitude or behaviour, you have to establish new ideas with the employees. He also advocates for the use of already existing medias of internal communication to accomplish that. In terms of internal media channels they lacked several like intercom telephones, internal network and internal TV. But they had notice boards and calendars. At the notice boards they pinned news or information and in the calendars they communicated what they had done the previous year for both co-workers and citizens. The municipal mission was also stated in the calendar of 2010.

The interviewees also brought up some communication channels that they lacked. Because of technical problems they didn’t use e-mails. Lots of the offices didn’t have computers and due to that one respondent said that they couldn’t

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98 Palm 2006: 158-159
run to the Internet cafés to check their mails. One other said that they needed better equipment like computers and even training in how to use them. He said that they also would need projectors and PowerPoint to increase the level of presentations and communication. One of the heads of department raised the issue of expenses saying that phone calls were very expensive and that e-mails were the cheapest way to communicate. They also said that they didn’t have intercom telephones, so they had to leave their offices to talk to someone else or make phone calls using their mobile phones. This was very costly both in terms of time and money. One respondent said: “We have not yet developed IT and ICT, that is information communication technology, in our municipality.” Another problem was that they didn’t have a reading culture, which didn’t make the piles of documents comprehensible for the majority of the staff. One respondent said: “So we have actually kind of ignored that and estimated the fact that not everyone in this municipality understands English, not everyone can read and write.” That statement was also supported when they talked about challenges in implementation of policies – not everyone understood English.

To guarantee good communication, Antvik suggests communication plans. Despite the two different ways to represent that plan, its content would involve information of interest and the stakeholders. Since our interviewees were the managers of the organization we considered them as stakeholders and future opinion leaders, we asked them if they could give guidance in what they lacked and challenges they had experienced. Almost every respondent said that the volume and complexity of the LGP made it incomprehensible. Regarding the media of communication that thought an improved image could increase the interest for the policy. Good booklets and a portable version were some suggestions they brought up. Another issue was the language barrier, which also was brought up in terms of improvements.

### 5.2.3 Group interview

In our group interview we wanted to discuss with women the opinion regarding gender equality at the office and how they would like to implement the LGP. One woman said that first and foremost a correction of the word “gender” must be made. This because everyone had to know that the word “gender” both included men and women. Another woman thought that “so far so good”. They had been working with it but now they needed to polish that work. A third woman said that they needed to have a gender perspective in all their plans and programmes, for an example to involve stakeholders when they are building a market, because the fact that it was mostly women and children who went to the markets. One other woman continued by saying that she had tried to implement the LGP and UGP, the problem

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99 Antvik 2007: 134
was that no one knew what it contained. This referred to what Falkheimer says of effective internal communication in terms of information regarding work and news, because of the messages of values and culture. The women proposed to start with the gender mainstreaming information in an earlier stage to make the message grow with each individual. If the younger generation already attended the message in school to gain a greater understanding later in life.

5.2.4 Observations

One of the observations we did was at a primary school in Entebbe town. We met the headmaster in his office and since we had met the educational officer a couple of days earlier we could confirm the information with the headmaster. He had received a phone call saying that two students from Sweden would come and visit his school and the same day as our arrival the educational officer had sent him an sms as a reminder. The message had the headmaster distributed to his co-workers by interpersonal meeting or text messages.

In the observations we could see different medias or tools for communication that hadn’t been expressed by the interviewees. They used methods known to them, so everyone could see and feel that they participated. In the PFA meeting they used flipcharts, markers and a microphone and in the TPC meeting they used a computer and projector. To the PFA meeting they had used a different kind of communication. There they had send out official letters to the lower local governments to call to the meeting. When the chairperson of those LLG received the letter he distributed it to the parish and village. During the meeting they used a microphone, flipchart and markers. It was unstructured method, with the microphone circulating between speaker and listeners. They used hand raising to vote and also to signalise if they wanted to speak. At the TPC meeting we observed that they used a computer and projector to present documents, road maps and statistics. The participants took notes in a notebook; expect one of them that had brought his computer. This meeting was more structure with a speaker and a secretary.

Since we visited two very different kinds of institutions to study the communication we also found a big variety in the messages. In the school most of the messages concerned HIV/AIDS. PIASCY, which is the Presidential Initiative on Aids Strategy for Communication to Youth.

The message that the municipality distributed at the PFA meeting was to hand out animals for production to farmers. Even though the farmers were the one making the decisions you could tell that they, by themselves, were implementing the gender policy by advocating for more youth in the programme. In the meeting of TPC the message generally concerned the past work in the community. Since in was only two women in the meeting the men did most of the talking.

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100 Falkheimer 2001: 102-103
The women in the meeting got involved a bit but when one of them was going to speak the speaker distributed the issue to one of the men instead.

You could also see some flaws in the communication, for an example you could hear participants in the PFA meeting complaining that a whole village was missing, didn’t have any person there. It turned out that the official letter hadn’t been distributed to the villages. At the TPC meeting they didn’t have a meeting agenda. Though it was a structured meeting with a speaker the distribution of time was unstructured.

5.3 Project management

Project management is wide but we chose to use the phenomena to highlight problems, obstacles and opportunities that we found in our empirical study. We wanted to find the answers of how Entebbe municipal council has worked with the implementation of the LGP in the organization and put that against the theoretical frame of reference regarding project management.

Antvik defines the qualification of a project to be benchmarked, temporary, limited and unique. He also describes two types of internal project, one of developing kind and projects of change. Antvik defines the qualification of a project to be benchmarked, temporary, limited and unique. He also describes two types of internal project, one of developing kind and projects of change. Gustavsson agrees and says that when a project has no clear purpose or demands, concerns change and is complex, a method called Agile can be suitable. Our research was a part of the gender collaboration between Kalmar and Entebbe municipalities, which therefore qualified under Antvik’s definition of a project and was supported in line of the agile thinking.

5.3.1 Conversations

Antvik claims that a project is affected by its complexity. Many stakeholders, interfaces, parallel timetables, cultures, mixed competence and political opinion will increase its complexity. When we talked to our supervisors we found out that the structure of the council was divided into a political wing and a technical, which meant that the implementation lied upon the technical staff. According to the LGP, the responsibility of the integration of it lied upon the town clerk, but in the conversation with him he told us they now had employed an officer of social development that now was responsible. That officer was one of our supervisors and in a conversation with both of supervisors the other said:

Not all the people were involved in the formulation of the policy and that is a big gap. Not all the people were involved, so most of the people don’t

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101 Antvik 2007: 10-11
102 Gustavsson 2007: 15-16
103 Antvik 2007: 14
know what is in the policy. Whatever is going to be in the policy, it must come from the people.

Their major concern was the documentation of the policy. It was poorly, which had resulted in a gap between where they were and where they should have been. The agile method advocates for better communication instead of piles with documentation and says that the documents you need will be the one for decision-making and the one regarding information of goals and purpose of a project.\textsuperscript{104}

The same supervisor said that they had started a gender budget-working group. It consisted of female employees within the municipality, the 15 heads of departments and the gender focal persons of division A and B. Since the group was recently formed, they still hadn’t had any meetings. The purpose of it was though to have time to meet and discuss gender issues that occurred in their everyday work.

5.3.2 Interviews

The Agile method finds similarities in the game of rugby. Despite the captain’s overall responsibility each teammate has to have the responsibility in their specialization.\textsuperscript{105} In the interviews it became clear that the feelings of responsibility in implementation of the LGP differed between the departments. It was also a variety of answers regarding the benefits of be more gender sensitive. The interviewees got the question of the benefits of implementing the LGP and the some of the answers were: “The way we look at it; can ladies perform? Can we help them to get more knowledge?”, “Educate the girl, in the future you will improve the quality of life with the people.” and “I don’t know how to look at gender in terms of implementation.”

Also in terms of goals and strategies there was a gap. One of the respondents said:

> There are strategies there in the policy and how we need to implement issues to do with gender equality, but that’s not enough. It is documented at that level, but it needs to go deeper in to the departments, the various departments.

To have fewer documents, Gustavsson advocates for those regarding goals of a project and the conclusions in the end of one.\textsuperscript{106} He also says that to fulfil one demand you can have many goals, which are actually the result.\textsuperscript{107} Our interviewees expressed a desire for a more gender sensitive organization. They said that the gender policy was there, but it ended somewhere in the shelves because they hadn’t

\textsuperscript{104} Gustavsson 2007: 44-46
\textsuperscript{105} Ibid 2007: 76
\textsuperscript{106} Ibid 2007: 45
\textsuperscript{107} Ibid 2007: 124
been participating when it was conducted. One of the respondent said that it is time to address the perception of the policy, so that each worker in the municipal council came to the same level. Antvik says that there can be two different types of goals; one effect goal and one project goal. The client shall define the effect goal and the project manager shall define the project goal and express timetable, economy and training if necessary. One of the interviewees said: “Let us make sure the every person in the council here on the civil service in the council, all the political leaders, embrace it and whatever is being done is rotating around that.” The other said that people are satisfied when they establish a policy and then they leave it at that. He said: “It is nice to go out to the field and everybody is aware of the gender equality questions.”

Another angle of the perception of the policy would be for our interviewees to be able to compare their organization with other towns. It was a problem for them not knowing where they stood in terms of the implementation and it was obvious that the comprehension of the term gender differed between the departments. Palm lists three prime ways to evaluate a project, desk-analysis, formative and process evaluation. The primary reason for an evaluation is to establish if you have reached your goals and according to our interviewees this was a gap in the implementation process.

5.3.3 Group interview

Many of our questions in the group interview regarded the women’s situation in Uganda and how their experiences of the work environment at the council were. We could confirm the information we received in our interviews to discuss managers and be able to move around the topics from the interviews without influencing their answers. The interview came to be mostly about attitudes and opinions than pure information.

According to the women it didn’t matter if you are a woman or a man at the office, you had the same authority if you had the same profession. The only difference was that a woman couldn’t fully engage herself to her job because of the obligations to the home. We let them discuss the differences between female and male managers and their opinion was that a woman would be a better manager because of her natural ability to consider the whole of a situation. One woman said that she thought that an organization would run better with a female manager, because men could take advantage of their position. One other woman said that it was a time when gender stops, some things are supposed to be for men, but ownership, services and access to jobs should be equal. Like Gustavsson says, a project manager shall be as a coach and an advisor, which leaves the employees

108 Antvik 2007: 57-58
109 Palm 2006: 163
to take their own responsibilities. The coach roles shall be to reduce obstacles.\textsuperscript{110} The interview showed that there were a lot of attitudes and prejudice in terms of gender and as the women said, they have to widen the word gender in people’s awareness.

5.3.4 Observations

In our observations we got to see parts of how the council’s projects were run. The PFA (Prosperity For All) was a popular and well going project in the department of production. The project was run in close collaboration between the farmers and the municipal council. It became clear that participation was very important and appreciated as many of the farmers interacted in the meeting. You could say that the meeting proceeded in a agile way, with the individuals and coherence highly valuated. And as Gustavsson says, one principal of agile is to communicate in interpersonal meetings to share information.\textsuperscript{111} The PFA meeting was unstructured and the manager let it take time so that everyone was able to speak his or her mind. The project manager ultimately worked as a coach by following up on the care for the animals that had been distributed.

The TPC meeting (Technical Planning Committee) was quite different and you could tell that it was more formal. The town clerk ran the meeting with big authority and had support from the planner and another officer, which both were seated by his side. The meeting in itself was an opportunity to discuss issues regarding ongoing projects or to introduce new ones. They also had one part of the agenda that was supposed to be a quick summary of each department, but it was quite unstructured and in the end everyone didn’t had the opportunity to speak his or her mind. Gustavsson gives an example of a daily report method, the daily scrum, which can be applied on each meeting agenda.\textsuperscript{112}

\textsuperscript{110} Gustavsson 2007: 70
\textsuperscript{111} Ibid 2007: 24
\textsuperscript{112} Ibid 2007: 155
6.0 Discussion, conclusions and remarks

In this chapter, we will discuss our study from our three main chapters and suggest methods for future implementation. Then in chapter 7.4 we will present the key issues and guidelines for that work.

6.1 Organization

We have during our investigations about the organisation tried to find out how it is structured and what its culture looks like, since there are aspects that needs to be considered when you want to implement a policy in the daily work. We hoped to find out how far the implementation had gone and where there still were challenges, to be able to address solutions for the future work.

The municipality is a very hierarchic organization. It shows both in the titles being used and the different standards in the offices. People tend to always want to talk with the one highest in the organization, probably to make sure that it is someone that really can help them with the problem and maybe because they put more trust in them. This is important to consider in the implementation of a policy. To show that the gender equality plan is an important issue, and to get the information to flow and reach everyone, it is important that you use the right sender with the right authority according to the receiver.

Another important aspect is that the municipality is an organization managed by politicians and standing under the government's restrictions. This can affect the decision-making and what issues that are high valued. It’s also important to consider how the technical and political wing works together and how decisions are taken. In this case the decision to create the LGP was taken in the highest committee within the municipal council, the executive. This policy is developed from the national policy conducted by the government.

Many attitudes and values are found about gender equality and the different roles that men and women have. It is clear that many of the values are based in the traditions, and can be sorted in under the category that Schein calls basic assumptions.\textsuperscript{113} This means that they are often so deep routed in the peoples mind, that they are not aware of them. In this case it might be important to expose this and try to make people aware of them, to be able to work with them and, if possible, change them. For example to get everyone aware of the problem that the woman can’t have the role of taking care of the houses just by her self, because then it will be impossible for her to have the same chances to do a good job at her work. This is the first step in McGuire’s implementation theory for an attitude change, to be exposure to the problem. After that according to his theory everyone will have

\textsuperscript{113} Miller 2006: 92-93
to accept that this change needs to be done, then even make him or her interested to change.\textsuperscript{114} We think this can be made by interaction and enlighten the benefits that can be gained by implementing the gender policy. After that they will have to have more information about the issues regarding gender equality, and then also information about how to act about it. The next steps will then be about making everyone continuing the change and work further with the questions on their own within their professions, as a natural part of their actions.

Organizations do not have values, individuals do. For instance the mayor or an officer would influence and form the organization’s culture more, since they reach to a wider ranch of people and take a bigger part in the decision-making.

Attitudes that we find that needs to be changed are:

- Gender equality is just about women.
- Gender equality is just the officer of social sustainability and the gender focal persons responsibility.
- The winner take the post, you cant do much about it.
- It is natural for a woman to compete with other women instead of supporting one another.
- It is the woman’s responsibility to take care of the home and children.

Good attitudes to keep and communicate:

- Women are capable to do as good work as the men.
- Keep involving the citizens and to maintain that good relationship between the public sector and the public.

During our research we found artefacts and rituals that could be used in the work to implement the plan, and in the steps of changing attitudes. For instance we heard about a competition that the mayor had initiated to show appreciation for people doing good for Entebbe municipality. The competition was divided into special categories that they could have preformed in. This kind of ritual is a perfect way to show what the organization stand for and considered highly valued. The mayor is, as we said, one of the people whose values are higher valued in the organization. If gender equality could be one of the categories it will show that it’s an issue that the municipality finds important to work with. Schein says that cultural formations always striving toward patterning and integration, because of the human need for stability, consistency and meaning, and that culture is a pattern of basic assumptions.\textsuperscript{115} So if the stakeholders in the organisation could have their basic assumptions about gender equality change and clearly show it through their attitudes, actions and artefacts, it’s most lightly

\textsuperscript{114} Severin 2001: 174
\textsuperscript{115} Miller 2006: 92-93
that the rest of the workers would follow and try to adopt the new way of thinking. The notice boards we think can be used to highlight the issues regarding gender equality, and inform everyone about what has been or will be done, so that everyone knows. We noted that many people met in the corridor and talked with each other, so if the information on the notice board is interesting it can make people naturally interested and they would talk about the question. It can be a good way to increase the interest and participation and involvement. To give more information and higher the knowledge about the issue, that we sad was necessary according to McGuire’s theory, we think courses, workshops and easy handbooks are possible tools that can be helpful. When it comes to sustaining the attitude change, we think it might be important that everyone get reminded in the daily work about the issue. Here we see a possibility to use the offices that today often have quite empty walls. A poster with a saying or a statement could be a good reminder. This will also communicate to everyone that comes to visit the municipality that the organization is concerned about the issue and value gender equality highly.

6.2 Communication

We got the impression in our interviews that the term “communication” was lessened in the minds of our participants. Some of them didn’t want to answer the question about communication in fear of saying something wrong, which also communicates. We interpreted that as a sign of insecurity and lack of knowledge. We have already stated in chapter 6.1 regarding organizational culture with artefacts, espoused values and basic assumptions that everything communicate.

Something we feel they lacked is an obvious leader in the issue of gender mainstreaming. The heads of department lack obligation to the implementation. The UGP and LGP state that role of responsibility, but since most of the participants in our study didn’t seam to have read it, it was hard. Most of them said that the lacked tools and guidance to implement the issue in their everyday work. It didn’t seem to be anyone who clearly could tell us about their specific work with gender in their department, which we take as a clear sign that the question hadn’t been so well implemented. According to UGP gender equality shall be implemented across all sectors and levels independent of public or privat ownership and state or non-state organization.

All actors shall take appropriate action to address gender inequalities within their areas of mandate, in line with this policy. This requires women as well as men to play an active role in shaping development directions and choices in all sectors and at all levels.\textsuperscript{116}

\textsuperscript{116} The Uganda Gender Policy 2007: 16
This is the policy of the republic of Uganda, but since Entebbe has undertaken the policy of the nation they also have to fulfil the goals of that one. In our interviews it became clear to us that it hadn’t yet happened. They didn’t seem to know how to apply the policy.

Entebbe municipal council had requested help with a media campaign for external communication, but when we take the theoretical frame of communication within an organization in consideration we feel that the work with the LGP must be more carefully and continually done in order to communicate a clear and sincere message to the citizens. The workers within the municipal council must first and foremost believe in the message themselves to make others believe in it as well. The employees seem to have a good and close relationship to the citizens and will be good ambassadors in the light of the policy, but before that can happen they have to adapt the message clearly in their own working environment.

The council has several communication channels and we got a good overview in their pros and cons. They had found ways to overcome their lack of technical aid. They had public drives and announcements on the radio, but a con as we saw was the possibility of feedback and response. They couldn’t even for sure know how many that has taken part of the message.

They had already concluded that the communication with mobile phones was too expensive and they couldn’t use text messages in formal coherence, which narrowed it down to official letters. And as one officer put it, it always comes to one point where the formality has to stop. The challenges goes hand in hand with technical limitations and that fact that the society hasn’t yet a well developed IT and ICT, but we chose to look at the communication within the municipal council and there we saw an opportunity to be more cost-efficient. Although the power sometimes was off and on, we still advocate developing the internal channels more. If they are to have intercom phones, wireless Internet and an internal network the communication within the municipal council and divisions will be more efficient both in terms of time and money. If they were to have e-mail access that will also ease reporting and they will be able to document and close the gap between formal and non-formal communication. With technical aids like an internal network and e-mail the feedback will be easily managed without any time loss. The co-workers at the division should then receive messages and work as opinion leaders while distributing the message further to the grassroots. It would be a quite costly in the introduction phase but they will earn the money in the long run. An issue like the LGP can be communicated through these medias and it will be possible to expose the values of the organization out in the field.

But it was not all about the lack of technical aids; it is the challenge of the complex policy as well. A communication plan can be useful to declare goals, information and stakeholders for the message. Our respondents said that they lacked a more comprehensible version of the LGP, where all the departments could see their guidance clearly. We believe that having a portable version in hand can solve a part
of the implementation challenges. If every department can find support in the more comprehensible version of the policy their chances of finding guidance that they lacked will improve. Guidance and tips will encourage them to think and evaluate the work that they are doing. Another aspect will be presented in chapter 6.3.

6.3 Project management

The project of our study is run on a parallel timetable from the municipal council’s regular programme. And because of the fact that the implementation of the LGP had very many stakeholders we find it relevant to suggest some of the agile methods for future work. We find in our interviews that the overall responsibility was weak and we are thinking that the metaphor for a team can be appropriate for the gender mainstreaming work in Entebbe municipal council.

They had just started a gender product working group and we are recommending applying the Agile method in that group. For us it becomes clear that each department had to be more gender sensitive. Gender equality is not something they can put in statistics and numbers. It is an issue that shall be raised everytime, everywhere. If each department will send a gender focal representative, who from that moment on will be responsible for their section’s implementation, that person will work as a member of the team - a team that will work to fulfil the goals of the LGP. An obvious leader that can work as a coach has to be well known and will be the leader of the regular meetings of that group.

To mainstream the gender issue everytime and everywhere we suggest to add the “daily scrum” on every meeting’s agenda. Each meeting has the capability to put 15 minutes aside to talk about gender. As said in the theories each person will have to stand up and put the gender equality perspective on and answer the question of: What has happened since the last time? What is going to happen until the next meeting? Are there any obvious obstacles that can be a problem?

As suggested in chapter 6.1 we feel like they can use their hallways and notice boards as a way to communicate more both to visitors and employees. We suggest that the primary group, the gender product working group, shall have access to their own notice board – “the gender board”. On that board the goals shall be clear displayed and visible to everyone. We feel like they shall state their future mission and vision together and make it noticeable for all citizens. They can also display their on-going and up-coming work on that board. The representative from the “daily scrum” can also be given access so that the gender board will be a tool to evaluate and process the implementation work.

Like the agile method, we find the volume of documents to be too much. We encourage and advocate better communication. If the issue isn’t discussed no one will know about it. So if the employees and managers start discussing the policy, the work with implementation and evaluation will run more efficiently. To be able to take the LGP in consideration in everything they do, they will be provided with a portable booklet in how to handle gender equality in their everyday work.
6.4 Product

The purpose of this study was to examine how the implementation of the LGP has worked and combine that empirical with communication theories to suggest methods for further gender mainstreaming work.

To reach our system goal, to implement the LGP in the municipal council of Entebbe in everyone’s daily work, we think the responsibility will have to be clearly distributed and every department have to realise their part of the job. Our suggestion is to develop a gender product working group containing of one person from each department who will be responsible for the issue in their department. First of all this group has to get training in the gender issue to be able to spread it to others in their department. This group will also follow up the work that’s being done and evaluate it. We think the method daily scrum would be a useful tool for this evaluation, since that method advocate communication before documentation.

To make everyone feel that they are a part of the project, and that their contribution is important for a successful result, they all have to be aware of what is going on and be reminded about the issue over and over again. An easy and effective method to use can be the notice boards that we have mentioned earlier, and also posters that will work like a reminder and statement within the offices. We also suggest that a portable version of the policy shall be made that shortly and practically describes how to implement the policy in their daily work and why it’s important in each department. This shall be in English and also other spoken languages in the region. Happenings and competitions shall also be used to show the citizens that the municipality find this issue important and highly prioritized.

The communication goal is to reduce the gap between formal and non-formal communication and submit guidelines and methods to use in the implementation of LGP. To be able to do this we think that it will be necessary to invest in new communication technology as intercom phones, wireless Internet and an internal network. When technology like this are being used, communication will always remind people and will be easily documented. Demands like in the LGP can reflect on what Gustavsson says about one demand having many different solutions and goals117, but this are the ones we find the most suitable for this purpose.

We have been working very close with Entebbe municipal council during this study and have had a good insight in the organization and had easy access to information. The material we gathered was in good agreement with previous research. This made it easy to look at it in aspects of the theories and models that acknowledge the problems and opportunities we found and also provide some explanations and possible solutions. Therefore, we have great confidence in the conclusions we could draw and consider them both relevant and well feasible.

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117 Gustavsson 2007: 124
6.4.1 Future work

Our study was specifically focused on a specific governmental organization, and therefore it might in some cases primarily benefit just them rather than to provide general solutions. However, we believe that this study can also be useful for other hierarchical and bureaucratic organizations, where problems of a similar nature may occur.

Entebbe Municipality and Kalmar Municipality are the ones we will benefit from our investigation in their further work of implementing the gender equality in the municipality. This thesis will be handed over to them together with a more detailed communication plan, to use for putting this into practice and take the project further.

During our study we have focused on the internal communication within the municipality and left out all the information that has handled external communication. However, we noted that there is a lot of interesting aspects to go deeper into that topic, and therefore we recommend that this will be considered and used in the future, when the implementation of the plan has come a bit further.

What we learned and experienced during this project is that communication is a complex matter, and that is not always as clear and simple as scientific methods and theories present it. Culture and language difficulties and technical barriers can sometimes make it very complex. We have seen an opportunity to develop non-technical means for communicating such as dance and music, which is quite well developed in Uganda. These media we wish to see more research about since we think it can be useful in countries like Sweden where we are quite depending on technology.

6.4.2 Final statement

A team has a unify goal – to win the game. Every teammate has an important part to play to succeed. Entebbe municipal council has the vision of mainstream gender in their work, which means that employees have to know his or her obligation to the organization. They all have to know the goal and work together to fulfil it. Gender equality is no one man job.
7.0 Reference

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Secondary references:

8.1 Appendix 1 - Entebbe municipality communication flow
8.2 Appendix 2 - Interview guide

- How is the gender distribution in your department?
- What kind of activities or programs are you running?
- Are you implementing the gender equality plan? How?
- How is it documented?
- What benefits do you think you can get by implementing the gender equality policy in your daily work?
- Which challenges do you find in implementing the gender equality policy in the work of your department?
- How do you communicate within your community and department? How is it done?
- In what situations do you meet the citizens and have the opportunity to communicate gender equality?
- What kind of message do you communicate?
- What kind of message do you want to communicate?
- When do you want to communicate these messages?
- What challenges do you find in the communication of the gender equality plan?
- How do you want it to be done?