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**THE ROLE OF PARTICIPATORY COMMUNICATION IN COMMUNITY  
DEMOLITION EXERCISES. A STUDY OF FADAMA, GHANA.**

**BY:**

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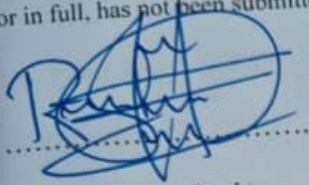
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### DECLARATION

I hereby declare that this thesis is the result of my own research at the Ghana Institute of Journalism. The sources used in this thesis have been appropriately cited. This research, in part or in full, has not been submitted for any other awards in this institution or elsewhere.



Tinkaro Asare Osei

27<sup>th</sup> January, 2022

**CERTIFICATION**

I certify that this research work was supervised in accordance with procedures laid down by  
the University



**27<sup>th</sup> January 2022**

Dr. Yawa Asafo Solace

(Supervisor)

## **DEDICATION**

This work is dedicated to God Almighty who has always been my source of inspiration

## **ACKNOWLEDGEMENT**

I appreciate the direction, support and contributions of my supervisor **Dr. Solace Asafo** for making this work a success.

To my late father, Francis Asare and **late Joyce Kumah Asare** and siblings: Late Eric Kwaku Asare, Francis Amoama Asare, Patrick Nyhiraba Nfum Asare and Vivian Asare. I appreciate your support

To all my interview respondents from the Accra Metropolitan Assembly (AMA) and the people of Fadama, whose wealth of knowledge I was privileged to partake of, I am grateful. Thank you for making time out of your very busy schedules to speak with me.

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## **ABSTRACT**

This study is an assessment of the use of participatory communication in the community demolition exercises using the recent demolitions in Old Fadama as a case study. The study had three objectives, which included understanding the causes of the demolition exercises, assessing the nature of participatory communication used and the effect of participatory communication in the success of the demolition exercise. The study employed the qualitative methodology where an interview protocol was used to sample views from five participants who were officials from the Accra Metropolitan Assembly (AMA) who were conveniently sampled. The data was transcribed and analyzed using themes developed from the research objectives. The findings of the study indicates that, demolition exercises were deemed very necessary as the growth of slums threatens human life and hampers the socio-economic development aspirations of the country. However, communication was seen as a central process in the exercise. Nevertheless, the forms of communication used by the officials in the build-up to the demolition indicated that it was mostly monologic, top-down and informational. The main purpose of the communication process was to inform the slum dwellers through the mass media and opinion leaders of the scheduled demolition exercise. The slum dwellers considered the exercise as draconian, they demonstrated disaffection and displeasure at their noninvolvement in the planning and execution phases of the exercise. The officials indicated that, although the demolition was completely necessary, the involvement of the dwellers in all the stages would have culminated in better outcomes.

## **CHAPTER ONE**

### **INTRODUCTION**

This chapter discusses the background of the study thereby providing a context that necessitates the navigation of the topic. The chapter then discusses the problem statement that puts the study in context to other studies within the literature in order to drum home the rationale for the study while recognizing the contributions made by other researchers within the area. The chapter articulates the research aims and narrows in on the research objectives that will undergird the study. Gleaning from the research objectives, the chapter also discusses the research questions that will be answered at the end of the study while arguing the justification for the study as well as the significance of the study. The delimitations are also discussed as well as the chapter disposition of the study.

#### **1.1 Background of the study**

The last two decades has seen a prioritization of community participation, as one of the relevant and main policy issues in western literature. Ball (2004) asserts that, the practice of community participation in projects in the West has been deemed as a good practice for about four decades, although there is little evidence to unearth the impact of this strategy on the projects. However, Burton (2003) surmises that, the existing studies are predominantly discussions on the most effective and efficient approach in the engagement of community representatives as well as local residents in the design and implementation of developmental projects. In an earlier assessment, Geddes (1997) foresaw that, the increased attention given to community participation in projects with a special emphasis on the views of the community should be augmented with the establishment and maintenance of local partnerships which serve as a pivot on which the success of those projects hinges. Chanan (2003) in buttressing the intimations of Macfarlane (1993) opined that, since these projects are intended for the overall benefit of the

communities, they have the greatest stake in the future of those projects, as well as being well informed on the problems that the intended projects is foreseen to talk. Some scholars in Britain such as Wood (2000) have referred to the process of community inclusion in the planning and implementation of projects as not only the way to expedite progress and make the projects more acceptable, but also as a legitimate practice in participatory democracies.

Midgley (1986), supported by Shin (2008) indicates that, the case of community participation in projects among developing countries is characterized by community participation being associated with the emergence of project partnership schemes as well as the implementation of a more participatory approach in both urban and social development. Southern (2002) clarifies that, the partnerships in development projects and initiatives have morphed from a partnership between the central government and the local government to partnerships between the government and local communities resulting in the promotion of locally driven initiatives. This advocacy for the inclusion of communities has also been promulgated by the various policy documents of the international agencies such as the UN. For instance, the UN-Habitat (1993) trumpeted the significance and utility multisectoral partnerships between the public sector, the private sector and the third sector, which is an embodiment of local residents as well as local organizations. This brings more effectiveness to accomplish development aspirations through the establishment of complementary and mutually supportive roles (UN-Habitat, 1993).

Rajasunderam (1996) argues that most of earlier approaches to development communication were based on a top-down approach, unidirectional and monologic, widely referred to as the linear model, where participants in the community were regarded as passive actors in the communication process. The paradigm shift from this hierarchical form of communication was occasioned by understanding that the communication brought more advantages to the actualization of development aspirations if it were participatory, more interactive and dialogic (Rajasunderam, 1993). Complimenting this realization, is the observation that the dramatic

spread of democracy also occasioned the incidence of participatory communication at the local level, as part of the development communication process, resulting in a success of projects that were deeply rooted in this participatory paradigm.

Slums have been argued to create challenges to cities and governments in their bid to develop. UN-Habitat (2012) reports that, in sub-saharan Africa, these problems span from poor housing conditions, overcrowding of settlements and the exposure of the slums to environmental hazards like floods, among the rest. In 2012, the UN-Habitat (2012) estimated that, 61% of the urban population in Africa were slum dwellers and a cursory examination attest to the fact that, this holds some truth for the Ghanaian situation. Owusu et al. (2008) estimate that, slums are growing at a rate of 1.8% per annum, thus posing challenges to development aspirations of the country such as sanitation problems, poverty, crimes and the spread of infectious diseases.

Opong (2016) argues that, the problems caused by the increasing slums in the country has led the use of “bulldozer” approach by the government to address the challenges brought in the wake of the development of these slums. But these efforts by the city authorities happen to be thwarted and defied by slum areas within the capital city. The failure of previous attempts has been attributed to the ineffectiveness and inefficiency of the approach used by the Ghanaian city authorities. Furthermore, these efforts have been criticized by several private stakeholders who refer to the nature of the demolition as undemocratic and draconian (Opong, 2016). On the other hand, Plummer (2016) advocates that meaningful community participation involves the process of decision-making. This forms the thrust of this study which was to explore the role of participatory communication in community demolition exercise by focusing its lens of the recent demolition exercises in Fadama, a suburb of Accra that has been noted to have been characterized by slum conditions in some of its parts. The study will determine the role that participatory communication played in augmenting efforts to actuate development through the reduction of problems necessitated by the growth of slums in the capital.

## **1.2 Statement of the problem**

Fuseini (2016) argues that, in a bid to improve urban governance, there is the need for development initiatives to be pro-poor and inclusive. The findings recommend that, decentralization allows people to have a sense of ownership and belonging to projects that are aimed at their development. Participatory communication reinforces the process of decentralization and slum management since it empowers local communities to discuss the practice, as well as its problems and engage major stakeholders in bringing improved slum management practices.

Malkoc (2020) submits that demolition exercises in Jamestown, a suburb of Accra in Ghana have affected livelihoods of people who return to the demolished sites to conduct their businesses as a means of survival. The findings of the study that was done through interviews with the town folk shows that, residents who return to the demolished sites in Jamestown underinvest in their settlements as a way of reducing the impacts of prospective demolition exercises. Most importantly, the study highlighted the dehumanizing ways in which these demolitions are done resulting in an aggravation of panic and resistance. In echoing the views of Simone (2011) in the concept of people as infrastructure, Malkoc (2016) states that there is the need for an appreciation of the significance of livelihoods in the demolished areas. The author portends that, infrastructure is sustained through the recognition of people, as well as their relationships with one another and their daily interactions, which constitute the functioning of the urban space, which is critical to the overall development of the city. This position calls for a peoplecentred approach, recognizing residents as critical actors, which is a key component of community participation.

The development of slums has been noted to be on waterways resulting in severe flooding, loss of lives and properties. In the Ghanaian development literature, Amoako et al (2019) have

advocated for a participatory approach to enhance the capacity of the community in dealing with issues of slum development and flood management. Slums have been noted to be inimical to the occurrence of floods and in this regard Douglas (2008) affirms the significance of participatory communication by arguing that there should be the enhancement of local capabilities and initiatives through capacity building, learning and organization, knowledge and resource transfer.

The Commission on Human Rights and Administrative Justice (CHRAJ) (2010) admonished that the demolition of illegal structures and slums should be done with the greatest level of circumspection and with regards to the standards of international human rights. The demolitions mostly result in forced evictions under the International Covenant of Economic and Social Rights, ratified by Ghana, which lays down the guidelines for such processes. The guidelines are specific on the issue of adequate consultations with the persons affected and the provision of alternative resettlement in a location considered safe and appropriate (CHRAJ, 2010). This is because they were against the stipulation by the International human rights law, which demands that before forced evictions are carried out, States should give to persons affected, the opportunity to challenge the eviction or demolition order and to propose alternatives (CHRAJ, 2010).

However, reports of the demolition exercise in Fadama last year showed the absence of the engagement of the dwellers on the site and the ensuing homelessness and loss of livelihood that ensued. This study is predicated on the need for the use of two-way, dialogic and participatory communication strategies in the evaluation of problems, design of strategies and its subsequent implementation. The study adopts the democratic posture to dealing with slums and their subsequent demolitions through community engagement and participation as typified in the International Covenant of Economic and Social Rights.

### **1.3 Research Objectives**

The aim of the study was to interrogate the level of community participation in the demolitions in Old Fadama and to ascertain the role of participatory communication in the demolition exercise. The following were the specific objectives of the study;

- i. To understand the causes of the community demolition exercise in Old Fadama
- ii. To find out if participatory communication played a role in the demolition exercise
- iii. To examine the effect of participatory communication (or the lack thereof) in the effectiveness of the exercise.

### **1.4 Research Questions.**

Gleaning from the research objectives above, the following were the research questions that guided the navigation of the study.

- i. What factors accounted for the demolition exercises in Fadama?
- ii. Did participatory communication play a role in the community demolition exercise?
- iii. How did participatory communication or the lack of it affect the effectiveness of the demolition exercise?

### **1.5 Significance of the study**

This study is significant because it contributes to the ongoing debates about the significance of participatory communication in projects and initiatives. Demolition exercises are buttressed by a number of factors that justify them, but as discussed earlier, there are calls on the need for these exercises, although expedient, but participatory. The study brings to light the role of participatory communication. But more importantly, it will speak to core issues that have taken center stage in the demolition exercises at Old Fadama.

This study seeks to provide insight as to how participatory communication can be used as an effective tool in strategic community demolition exercises. The findings of this study can be a reference point for future studies that seek to assess the same phenomenon in other parts of the country.

The findings of the study can guide policy directions on the need to ensure community participation in demolition exercise by way of inculcating participatory communication as a strategic tool in mitigating the effects of these exercises.

### **1.6 Scope of the Study**

The study was focused on Old Fadama using the representatives from the Accra Metropolitan Assembly (AMA) to interrogate them on the degree of the inclusion of residents of the community in deliberations and consultations before the exercise. Assessment of compensations and alternative resettlement were discussed. Based on contextual factors that may influence the strategies used in demolition exercises, the study resorted to the qualitative research approach due to the subjective experiences across communities that have experienced demolition exercises. Information was collected with respect to the research objectives and questions and as such, generalizations from the data collected was limited to these entities.

### **1.9 Organization of the Study**

The study is organized into five chapters. Chapter one is the introductory chapter which espouses the framework of the study. The chapter discusses the background of the problem, problem statement, research questions, research objectives, significance of the study, and scope of the study. The second chapter is themed literature review. This chapter is centered on the analyses and discussion of literature that are relevant to the problem or phenomenon under investigation, then explores the theoretical underpinnings of the study, as well as the discussion of key concepts. Lastly, the chapter reviews and discusses other related empirical studies.

Chapter three looks at the methodology adopted to complete the study. The research design and orientation are carefully explored, justification given for the selected research method, data collection method, population and target sample. The sampling technique are aptly explained and how data collected is treated and analyzed. Chapter four is dedicated to the presentation and discussion of findings in tandem with the key research questions, and also in conjunction with relevant literature in chapter two. Chapter 5, which happens to be the last chapter focused on the summary of the study, conclusions and recommendations.

### **1.8 Chapter Summary**

This chapter focused on the background, the problem statement and objectives on how the study will be treated and dealt with for academic purpose. It also paid attention to the research objectives, research questions, and importance of the study as well as its scope. It also narrowed in on the organization of the study.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.0 Introduction**

This chapter is dedicated to an examination, evaluation and assessment of the relevant literature that speak to the assessment of participatory communication in community demolition exercises. The chapter begins with the examination of the relevant studies done along the fringes of participatory slum management approaches. This is followed by an analysis of the various concepts and ends with an examination of the theoretical framework that will serve as a basis for the study.

#### **2.1 Review of related Studies**

In this section of the review, studies that have been done on the various slum management approaches, especially demolition exercises are discussed. The discussion also examined the participatory approaches recommended by several researchers based on the inadequacies and dysfunctions of the radical non-participatory demolition approach, as well as its inherent challenges.

##### **2.1.1 Slum Clearance: Advantages and Disadvantages.**

According to Nyametso (2012), governments are compelled to demolish slums based on their social, political, economic and environmental problems. In navigating the problems that created by slum development that has forced the hand of governments to engage in demolition exercises, Bagheri (2012) intimates that, the congestion, insanitary conditions caused by slum settlements and the lack of basic amenities thereof such as water and waste disposal are severe impacts that have induced most governments to embark on slum clearance as the best alternative to the resolution of this menace.

Amnesty International (2009; 2011) have bemoaned the consequences of slum clearance or demolition exercises to the squatters such as the lack of compensation paid to the evicted

squatters such as the demolition exercise in which 2 million people were forcibly evicted and the land replaced with offices and houses in Abuja and Port Harcourt. The United Nations Commission on Sustainable Development (UNCSD, 2004) have indicated that, these forced evictions have contraventions on the inherent natural human rights of the dwellers and as a matter of fact occur outside the legal provisions and in most instances, without compensation and alternative housing options. The UNCSD (2004) reports that, in most cases these evictions do not work because the dwellers who do not have alternative housing arrangements or compensations are likely to return to the same location, or an adjacent location.

Arimah (2011) in the examination of the demolition in Zimbabwe reports that, despite the success in displacing the slum dwellers, the exercise had severe consequences on them. The demolition of 92,460 houses lasted for a period of seven weeks, resulted in humanitarian crises, and brought economic hardship upon the slum dwellers. Arimah (2011) indicates that, 700,000 people lost their homes, sources of livelihoods in the aftermath of demolition exercise, which also resulted in a notable destruction on the informal sector which served as a viable source of income and provided 40% of all forms of employment in Zimbabwe.

These consequences in demolition exercises have led to the criticisms levelled against the process by international organizations such as the United Nations and the Amnesty International (Oppong, 2016). The main thrust of the arguments advanced by these international agencies is that, there must be attention paid to the notification of the residents prior to the exercise, about the government's plans to execute the demolition, in addition to measures taken to ensure relocation of the dwellers and compensations in times it is needed (Oppong, 2016).

Just like the cases of Zimbabwe and Nigeria argued in the preceding paragraphs, demolition exercises have also gained notoriety in Ghana. A report by Myjoyonline (2014) shows that the government of Ghana through the Accra Metropolitan Assembly (AMA) in their bid to put an

end to spread of cholera bulldozed some slums in Mensah Guinea as well as Sodom and Gomorrah. This was in part due to the escalation in the spread of cholera which was attributed to irresponsible disposal of solid and liquid waste in these identified areas where slum settlements were concentrated. Recently, there were reports of a similar demolition exercise in Fadama, which will be used as a case for this study.

Governments who have embarked on these sanctions have been noted to provide justification such as the need to carry on development projects, or implement plans of urban development, prevention of deaths from natural hazards and the construction of facilities that will serve national and international purposes (Ocheje, 2006). Similar justifications have been given in instances where the government of Ghana and the various metropolitan and municipal assemblies have had to defend their actions (Oppong, 2016).

Despite these justifications, there is empirical evidence to suggest that, slum demolition has received a lot of criticism due to the dangers it exposes the evictees to, as well as its failure to nip slum development in the bud. Ocheje (2006) argues that more often than not, these forced evictions are associated with violence and violation of human rights. Juma (2012) makes a case for the violence that characterizes the demolition of slums by stating that, the demolition exercises actuated in Wilson Airport in Kenya in 2011 involved a major display of force and violence that was disruptive.

This section discussed the dangers of slum demolition to the slum dwellers shows how this further results in an increased proliferation of slums, rendering the process defeatist in nature. The study makes a case on the need for participation of slum dwellers which inure to the improvement of slums as the best alternative in dealing with the risks associated with slum development.

### **2.1.2 Community Participation in Slum Control and Management.**

Slum upgrades has been argued to be the most potent way of managing slums, while simultaneously improving the lives of slum dwellers. Cities Alliance (2014) indicate that, slum upgrade is an integrated approach that is underscored by the improvement of housing facilities, provision of portable water, sanitation and the reduction of crimes and poverty in slums. The slum upgrade approach has also been thought of as the best approach due to its inclusive nature, promoting the process of economic development, improving the quality of life, increasing safety and security, providing improved living conditions, ad infinitum (Cities Alliance, 2014).

The participatory nature of the slum upgrade strategy has received acknowledgement from diverse international organizations, notably the UN-Habitat as the most effective method of addressing slum-related issues. Bolay (2006) observes that, public policies that have been enacted with the aim of demolishing slums have suffered from a deficiency in taking account of the efforts of the inhabitants to resolve the problems known to be generated from slums.

Affected communities have a significant role to play in the successful management of slums. Natakun (2013) defends the above statement, asserting that, community participation helps the citizens to develop a sense of ownership and belonging during the planning and implementation of the initiative. In an urbanized perspective of community participation, a concept initially made prominent by Freire (1976), Imperato and Ruster (2003) argue that;

“...participation is a process by which people, and especially disadvantaged people, influence resource allocation, policy and program formulation and implementation and are involved at different levels and degrees of intensity in the identification, timing, planning, design, implementation, evaluation, and post-implementation stages of development projects.”

### **2.1.3. Benefits of Community Participation in Slum Management.**

Opping (2016) argues that community and for that matter citizen participation in slum management has several benefits. In the perspective of the UN-Habitat (2003), community or citizen participation in slum management enables the dwellers and the citizens in general to play pivotal roles in improving their living conditions through their participation in various levels such as decision-making and participation.

MacPherson (2013), in an analysis of the strategies to reduce poverty and upgrade slums in Kipsongo in Kenya indicated that the strategy used in the process employed the participatory approach. Although sponsored by the United Kingdom Department for International Development, the project was led by a local committee that was constituted by local government, development practitioners and members of the Kipsongo community. MacPhersin (2013) states that the project began with a survey which was aimed at seeking out the needs of the residents of the slum dwellers with regards to housing, infrastructure, access to land, social services and other basic amenities. Not only was this done, but MacPherson (2013) also argues that, the project was also augmented by all partnerships among and between all identified stakeholders including private, public, civil society organizations and the slum dwellers. This yielded dividends as it facilitated access to information and participation in decision making as well as the implementation of the project.

The approach used above, resulted in a cycle of participation in slum management, in which MacPherson (2013) argues that, participation contributes to slum development through a reduction in poverty, improvement of sanitation, economic growth at the local level and the minimization of crimes and violence.

Patel (2013) in the examination of community participatory approach used in the management of slums in a suburb of South Africa called Zwelisha revealed that, the approach was adopted based on a series of meetings between the government and the local residents and

communication between them. This resulted in a program which saw the provision of affordable housing units and other necessary infrastructure for the slum dwellers.

A number of studies from Sub-saharan Africa have assessed the successful implementation of community participation in slum management programmes. However, a similar case was made for the Ghanaian case of slum management following an assessment of demolition exercises done in Sodom and Gomorrah. Oppong (2016) in his assessment of the sustainable means of slum demolitions in Ghana argued that, the concept of participation as far as slum management is concerned is a collaboration between the slum residents and their leaderships, governments and other stakeholders involved. In his assessment of Sodom and Gomorrah as a case study, the findings show that, the slum dwellers indicated that, a more participatory effort in the management of the slums would have resulted in a more habitable environment that is conducive enough for the slum dwellers. The study which was dependent on the opinions of the slum dwellers showed that, active participation by all relevant actors involved especially between the leadership and the slum dwellers will ensure the easy identification of challenges confronting the slum dwellers. It will also go a long way to providing them with the opportunity to propose and suggest ways in which their challenges can be met to augment the knowledge of the government and development experts.

The findings from Oppong (2016) also showed that, this also gave the leadership the opportunity to explain the policies, programmes and projects to the slum dwellers for the intent and purposes of consensus building and amassing local support for their implementation. Participation also involves the involvement of financial institutions, international organizations and NGOs who can absolve the leadership of the financial constraints associated with the management of the slums such as the provision of alternative accommodation and in some cases, giving out compensations. The findings from a focus group discussion with the opinion leaders within Sodom and Gomorrah, Oppong (2016) argues that there was an agreement on

the need for the slum dwellers to be involved in the decision-making process with the city government which contributes to building the foundation for urban city planning and decisionmaking. This allows for a perfect blend of the local knowledge of the slum dwellers and the technical, theoretical knowledge of the city planners with the concerted goal geared towards the management and improvement of slum conditions in Sodom Gomorrah (Oppong, 2016).

The holistic study which also saw the participation of the city planners showed that, the city planners were in one accord with the slum dwellers in asserting that, involvement of the slum dwellers through education, with the additional support from multinational organization through the provision of supplies, funding of projects such as the provision of basic and needed amenities like schools, water, clinics, among a plethora of others are central to the successful management of slums and helps integrate them into an urban setting.

Oppong (2016) concludes that, the long-standing history of the unsuccessful turnout of slum demolitions, coupled with the attendant and increased ills, underscores the need to address the impacts that slum demolitions have on slum dwellers and how they further offset the development agenda of the nation. Using Sodom and Gomorrah as a case study, Oppong (2016) makes a case for the need for slum dwellers to participate in slum management and the rationale for a paradigm shift from slum demolition to slum upgrading. The latter, is a strategy that acknowledges the plights of the slum dwellers and entrenches the need for efforts to be made in transforming the slum conditions through the provision of basic amenities. His recommendations are buttressed by that of Arimah (2011) who equally advocates for the need for African countries to consider slum upgrades given the failures of previous strategies such as slum demolitions. In the Ghanaian context, Oppong (2016) suggests slum management policies that promote citizen and community participation.

#### **2.1.4 Challenges of Community Participation in Slum Management**

The process of community participation in slum management is fraught with some inherent challenges. MacPherson (2013) examined some of these challenges in the Kenyan case study and recommended that there is a need for these to be addressed, such as a top-down approach in communication, diverse competing interests and financial constraints.

Some slum management strategies are often regarded as participatory but a close inspection will show that the level of participation is only limited to an extent or degree. MacPherson (2013) observes that, in the Kenyan case study, it was characterized by a top-down approach of communication and focused mainly on decision-making by governments and development experts without the inclusion of the slum residents who can be credible sources of information that will serve the collective interests of the parties involved in the project. Mansuri and Rao (2003) in an earlier study on top-down communication approaches in development projects iterated that. The exclusion of slum dwellers from the decision making and implementation phases will result in disaffection towards the project, further leading to a lack of support for the initiative. Oppong (2016) adds that, the inability of residents to participate in even one phase of any slum management project renders the project defeatist.

Petern (2011) admonishes that, the success of the effective and efficient implementation of any slum management plan cannot be achieved if it is hinged on a top-down approach of communication. In essence, participation becomes valuable due to the fact that it uses a bottomup approach which affords locals the opportunity to participate in the management and decision-making process.

MacPherson (2013) states that, the second challenge is focused on the on the diversity associated with the interests, desires and capabilities of the residents of these slums. As such. Slum management projects should be able to cognizance of the diverse interests, capabilities

and needs of the varying groups and residents who are domiciled in the slum. Oppong (2016) asserts that this feat is one that requires consensus building among the various divides.

According to the UN-Habitat (2003), the misuse of financial resources at the national and local levels, coupled with a lack of coordination as well as corporation among the various stakeholders involved in the slum management process serves as one of the challenges that affect how participatory the project can be. This challenge is characterized by top-down approach saddled with wasteful spending in the planning phases which also hindered participation of some actors, most significantly the slum dwellers. Oppong (2016) remarks that the inability of the slum dwellers to participate in the management of the slums offsets its effectiveness. Arimah (2011) seconds the above argument by espousing that, low levels of investments in ensuring participation and hurried planning which makes little or no room for input from the slum dwellers results in a situation where there is a lack of ownership of the project which hence affects their willingness to participate fully.

## **2.2 Discussion of relevant concepts**

This section of the literature review examines concepts relevant to the study.

### **2.2.1 Participatory Development Communication.**

Rajasunderam (1996) posits that, upon the realization of the utility of communication to accelerate development initiatives, there have been efforts overtime to harness it in the last five decades, with many terminologies such as development communication, development support communication, project support communication, among others springing up to describe the process. Rajasunderam (1996) asserts that, the earlier models of what the researcher will like to refer to as development communication was primarily based on a transmission model of communication where receivers were seen as passive consumers of communication from senders. This implies that development communication then was mostly hierarchical, unidirectional and monologic.

Rajasunderam (1996) observes that, there was a gradual shift from this top-down approach to an approach that epitomized communication as a two-way process that was characterized by interactivity and participation. This paradigm shift in the communication process, coupled with the widespread of democracy brought about a new world where decision-making was more participatory, with communication being a strong feature in the process. The new communication process also culminated in the introduction of community participation in the identification of problems, needs and solutions to these problems so that; they are not only beneficiaries of the system, but also agents of their own development (Rajasunderam, 1996). This has resulted in a growing recognition among development scholars such as Rajasunderam (1996) that participatory communication has a lot of prospects in the reduction of the dependency burden through inspiring confidence and self-reliance in the people. Chitnis (2005) avers that, participatory communication advocates for the involvement of beneficiaries in development programmes which results in projects that are aligned with the real needs of the people.

The concept of participatory communication since its emergence in the 1980s has been noted by scholars to have undergone several changes since its conceptualization. Bessette (2004) offers a general definition for participatory development communication which is outlined below:

*planned activity, based on the one hand on participatory processes, and on the other hand on media and interpersonal communication, which facilitates a dialogue among different stakeholders, around a common development problem or goal, with the objective of developing and implementing a set of activities to contribute to its solution, or its realization, and which supports and accompanies this initiative (p.8).*

Boato (2006) argues that, individuals are of a central focus to the tenets of participatory communication and underscores the need for their activeness in development programmes and

processes through the contribution of ideas, taking initiative and articulating their needs and problems in an autonomous manner. Servaes and Malikhao (2005) portend that this communication paradigm emanated out of the multiplicity approach, a criticism levelled against the linear, diffusionist and modernist approaches. The multiplicity approach leverages on the cultural diversity, multidimensionality, sustainability and desirability of development efforts among people in developing countries (Servaes & Malikhao, 2005). Participatory communication sees national development as the fulfilment of the local and basic needs and focused on local cultures (Servae, 2001).

Mefalopulos (2005) makes a case in support of participatory communication by averring that, the sustainability of development interventions is based on participatory models where the stakeholders perceive the proposed change as theirs and are actively involved in the assessments and decisions that determine how that intervention can be a success. However, development initiatives that have failed to be successful has been attributed to their use of communication models that are non-participatory in nature.

### **2.2.2 Principles of Participatory Communication.**

There are some fundamental principles advanced by Tufte and Mefalopulos (2009) which were influenced by the contributions of some notable development communication think-tanks such as Paulo Freire. These are discussed as follows;

#### **i. Dialogue.**

Freire (1976) conceptualizes dialogue as the encounter that happens between men in their bid to name the world. According to Freire (1976), this is the primordial right of every man and those denied this right first have to reclaim it in order to prevent being excluded. Freire (1976) believes that, dialogue epitomized the voice of horizontal communication. Within the remits of project management, dialogues are used to identify social and economic problems, as well as

issues of inequalities and injustices. Freire (1976) believes that dialogic communication is the best alternative in the planning, execution and evaluation of communication strategies inclined towards development initiatives.

## **ii. Voice**

One of the central themes of dialogic communication, what is popularly known as participatory communication is how conscious power relations epitomizes the very essence of human relationships. Freire (1976) contends that, participatory or dialogic communication has to do with giving a voice to groups that are marginalized, thus empowering them to air their grievances, concerns and properly articulate their problems and participate in the formulation of solutions as well as their subsequent implementation. These ideas articulated by Freire (1976) also espouse the roles of the media in participatory communication. The author argues that, strength and support that is given to localized media goes a long way to ensuring that the marginalized in the society have a platform to make their concerns public as well as engage in public debates while contributing to the solution of problems (Freire, 1976).

## **iii. Liberating Pedagogy**

Dialogic communication has been argued to be dependent on an initiation of the articulation process. The dialogue is most often facilitated by person that can either be internal to the community or external to the community or the region. However, sometimes, the initiator or what is often referred to in the literature, as the catalyst of participatory communication can also be the media. Freire (1976) argues that the role and purpose of the catalyst is to articulate a dialogic process for collective problem identification and solution to collectively identified problems.

## **iv. Action-Reflection-Action.**

Participatory communication is not only dialogic but also strongly built on finding solutions to identified problems. To achieve this, participatory communication needs to be action oriented.

Freire (1976) argues that, participatory communication is an empowerment process that is strongly anchored on reflection of problems and the integration of collective actions on the identified problems. One of the key results of participatory communication is the creation of awareness and commitment to action. In that regard, it empowers communities that do not only own the problem identified, but also show commitment to its resolution (Freire, 1976).

The discussed principles above are very fundamental to the process of participatory communication. These guidelines helped in the study's overarching objective in its quest to explore the level of participation involved in community demolition exercises done in Ghana. The use of these principles helped in determining if really, the demolition exercises took cognizance of these statutes of participatory communication, or not.

### **2.2.3 Types of Participation.**

Due to the different ways in which the idea of participatory communication has been conceptualized and applied, there are various types that have been developed. However, the focus in the classification has been based on the level of influence that the beneficiaries of the development projects and interventions. According to Pretty (1995), there are seven observed classifications of participation which are discussed below.

#### **i. Passive Participation**

Pretty (1995) asserts that, in this category of participation, the beneficiaries participate through being informed of what is to happen or what has already happened. Here, the leaders or those in charge of the management of the project do not necessarily listen to the opinions or the responses of the beneficiaries.

## **ii. Participation in Information Giving**

In this type of participation, the beneficiaries participate through answering of questions that have been posed by researchers through surveys. Pretty (1995) indicates that this gives people the opportunity to influence the initiative or projects. The only disadvantage here is that the findings of the research or survey are not shared, neither are they checked for accuracy.

## **iii. Participation by Consultation**

The beneficiaries in this category of participatory communication participate through being consulted for their views by people who advance the development projects. In this perspective, Pretty (1995) intimates that the experts who are in charge of the development initiative are responsible for defining the problems and opining the solutions, but are in a position to modify them in the direction of the responses of the beneficiaries. The only issue here is that the experts are under no obligation to inculcate the views of the beneficiaries.

## **iv. Participation for Material Incentives**

Pretty (1995) asserts that in this typology, participation by the beneficiaries is done through the provision of resources in the form of labor in return for incentives like food, cash and other materials. Their participation however is brought to an end once there is an end to the incentives being provided.

## **v. Functional Participation**

In functional participation, Pretty (1995) argues that, participation by beneficiaries is done through the formation of groups set up meet the objectives of the project. However, such kinds of participation do not happen at the beginning of the project but after the early stages where major decisions have already been taken.

## **vi. Interactive Participation**

Pretty (1995) asserts that, interactive participation is a dialogic in nature which leads to the formulation of action plans and the formation of localized institutions as well as the strengthening of existing ones. It also involves the use of multidisciplinary methodologies that use multiple perspectives that make use of systematic and structured learning processes. The beneficiaries are given control over the local decisions and have a stake in maintaining these structures and practices,

This is poised towards the advantages of the use of participatory communication in the planning and execution of development initiatives including the management of slums. The types of participation espoused above helped examine the type of participation that characterized the demolition exercises in Ghana, with a sharp focus on the most recent demolition activity in Fadama, a suburb of Accra.

The next section discusses how participatory communication has yielded results in development initiatives and advocates for the use of a similar concept in the management of slums in Ghana. A cursory scan of literature available on participatory communication will unearthed the fact that, there are a plethora of studies on development projects as well as programmes that have been executed using participatory communication.

In an earlier study by Oniekwere's (1994), the importance of participatory communication in development has consolidated. The assessment of thirty NGOs in Ghana, Nigeria and Cameroon provided a blueprint into how different approaches of participatory communication such as interpersonal, group, traditional and mass media channels were leveraged on for spreading development messages and in influencing the opinions in the community as well as general decisions.

Mbilinyi (2010) for one assessed the poverty alleviation strategies and agriculture related development in the Brong Ahafo Region of Ghana. The findings of the study point to the fact that, the formulation and implementation of the poverty reduction strategies were characterized by the involvement of different stakeholders in the community, especially the beneficiaries who are the small scale farmers. Mbilinyi (2010) asserted that, the failure of earlier projects that were targeted at small-scale farmers failed for the singular reason that, their poor institutional and managerial framework resulted in their inability to appropriately focus on the farmers and encouraging grass root participation. The inclusion of the grass roots and farmers culminated in the success of the project since it resulted in the capacity building and the implementation of diverse micro-economic activities among the small-scale farmers.

A case has been made by diverse scholars regarding the incorporation of participatory approaches in the management of slums. But it is necessary to explain the concept of slums, its development and assess the various approaches.

### **2.2.3 Understanding Slums**

The UN-Habitat (2003) agreed on a collective definition of slums as “contiguous settlements with inadequate housing and basic services.’ The UN- Habitat (2003) explain further that, slums include informal settlements in cities and are mostly found in developing countries. According to Arimah (2011), slums also referred to as squatter settlements are residential districts that are created by the illegal occupation of lands in a way that it contravenes official building regulations. The conceptualization of slums according to Ali and Sulaiman (2006) refers to residential buildings that are without formal planning approval. The general consensus across the various authors is the notion that slums are illegal residential settlements. UNHabitat (2007) offers a different perspective that centers on the number of people, arguing that, slums are household of individuals living under the same roof in an urban area. However, these settlements or households according to UN-Habitat (2007) are deficient in the following

- i. Durable housing of a permanent nature that protects against extreme climate conditions.
- ii. Sufficient living space which means not more than three people sharing the same room.
- iii. Easy access to safe water in sufficient amounts at an affordable price.
- iv. Access to adequate sanitation in the form of a private or public toilet shared by a reasonable number of people.
- v. Security of tenure that prevents forced evictions.

Inferring from the conceptualization by UN-Habitat (2007), slums refer to human dwellings that are characterized by low quality houses and are lacking in terms of adequate infrastructure and social services.

#### **2.2.4 Development of Slums**

Dinye and Acheampong (2012) opine that slums are not the preserve of a particular country and as such, are found on every continent and every country. This portends that, developed western nations like the United States of America have some slums developing in their urban and suburban areas. Jacobs (1961), in a similar study, explained the manifestation of slums in America, and made a case for how a town called Morning Heights in the city of New York gradually degenerated into slums in her book titled “the Death and Life of African Cities”. But the focus of this study is on slum developments in Africa and for that matter, Ghana.

There are several factors that account for the development of slums in Africa. Oppong (2016) argues that, some of the factors that account for the development of slums in Africa are rural urban migration, conflict and civil war, poor planning of settlements, among a host of others. Costello (1987) argue that, the ubiquity of slums in Africa is attributed to the surge in urban growth occasioned by rural-urban drift. For Arimah (2011), the most important factor when the issue of slum development in Africa is being debated is the process of urbanization, which is the driving force of slum proliferation in Sub-Saharan Africa. Reports from the United Nations

(2008) indicates the communization of rural-urban drift across the length and breadth of Africa is due to the search by drifters for better opportunities.

Analysis from the UN-Habitat (2003) is indicative of the fact that, income inequalities as well as lack of economic growth are the factors that have spurred the movement of people from the rural areas to the urban areas. The movement results in the drifters being stranded creating problems in relation to availability of affordable housing options and poverty (UN-Habitat, 2003). This results in the stranded drifters squatting on spaces available or public lands for the purposes of settlement. The study by Chen and Ravallion (2007) indicates that, rural-urban migration has resulted in a corresponding increase in the levels of poverty in urban areas across Africa.

The development of slums has long been associated with developing countries like Africa, and the main factor that has been attributed to this menace poverty (UN-Habitat, 2003). A subsequent report by the UN-Habitat (2007) shows that the formation of slums is intensified by rural-urban drift. Worldvision (2012) buttresses the above argument by arguing that, poverty and rapid urbanization are the major factors through which slums are developed. The intensification of slum development in Africa has also been attributed to high costs of accommodation facilities that are both decent and affordable (Oppong, 2016). This has resulted in a situation where the poor masses have no other option but to squat illegally on public or private lands because they do not own it; neither do they have secured tenure of the occupied space (Oppong, 2016). The problems caused by increasing slum development has become an issue of global, continental and national concern. Along that tangent, city authorities, state and local governments have used different strategies and approaches to deal with the menace of slum development.

### **2.2.5 Strategies Developed to Control the Development of Slums by State and Municipal Governments**

There have been different reactions by state and municipal governments in line with the proliferation of slums. The mechanisms, as studied by Oppong (2016) are discussed in two broad categorizations namely the slum upgrading programmes and the slum resettlement and demolition programmes.

#### **i. Slum Upgrading Programmes**

Oppong (2016) asserts that, the 1970's and 1980's were characterized African governments adopting comprehensive programmes that were tuned towards the improvement of slums using the effective and efficient provision of infrastructure such as electricity, water, sanitation, sewage facilities, roads, and other community facilities namely schools and healthcare facilities. Arimah (2011) observes that the institutionalization of this initiative saw the United Nations Habitat and the World Bank introduce two programmes namely Cities without Slums (CWS) and Slum Upgrading Facility (SUF).

While the CWS focused primarily on reducing poverty rate through the provision of finance, jobs, improved systems of governance and city management, SUF was geared towards the mobilization of funds for the improvement and upgrade of slums. Dinye and Acheampong (2013) indicate that, these two programmes failed to fulfil their mandate due to inadequate financing, among other factors.

#### **ii. Resettlement and Demolition Programmes**

Oppong (2016) argues that the resettlement programmes had the utilitarian motive of relocating evicted households to alternative locations. Arimah (2011) attests that, instances of slum resettlement programmes are rare in Africa but are manifest in South American jurisdictions like Brazil. This view is buttressed by Gulyani (2002) who earlier concluded that the rareness

of the resettlement programmes in Africa resulted in cancellation of financing resulting in the collapse of the Cameroon's Nylon project in 1994.

Arimah (2011) submits that, in 2005, the Zimbabwean government commenced the demolition and burning of slums in its capital as well as other cities that were also characterized by slum development. As a result, a total of 92, 460 structures meant to be housing settlements were bulldozed and destroyed resulting in unprecedented economic hardship and humanitarian crisis (Arimah, 2011). There are some scholars who have seen slum dwellers as part of the problem in the fight against environmental indiscipline since they were argued to be great contributors to environmental pollution (Oppon, 2016). Nwaka (2005) asserts that, the approach in Nigeria for instance, resulted in the use of the military by the State government to evict about 300,000 Marouko slum dwellers in Lagos Island.

The demolition of slums, as a measure to curb the development of slums has been met with frowns due to its propensity to further aggravate and exacerbate the existing issue of housing shortage and its attendant ills (Sule, 1990). In a similar vein, Obafemi and Odubo (2013) argue that, the process of demolition can be expensive, counterproductive and further worsen housing problems. The demolition exercises, which forcefully evicts the occupants of slum settlement has been deemed illegal by the United Nations Commission on Sustainable Development (UNCSD). This is because, just as other authors have articulated, the process defeats the objectives for which slum clearance are intended (UNCSD, 2004).

The criticisms levelled against slum demolition due to its failure to control the development of slums and the subsequent worsening of the housing problems, has resulted in the call for slum upgrading. Arimah (2014) argues that, the latter which was adopted by Kenya resulted in a minimum loss of physical assets, disruption of livelihoods and social support systems.

## **2.3 Theoretical Framework**

This section discusses the theoretical framework that underpinned this study and guided the navigation of the research. In order to achieve the objectives, set for the study, the researcher lends the study to the Empowerment theory.

### **2.3.1 Empowerment Theory**

The Empowerment theory is a construct that has been attributed to Rappaport (1981). The theory links individual strengths and competencies, as well as natural helping systems and proactive behaviors in the conceptualization, formulation and implementation of social policies and social change. The main thrust of the theory is that the wellbeing of the individual is inextricably linked with the much larger and broader social and political environment urging development theorists, researchers and experts to find the relationship between wellness versus illness, competence versus deficits and strengths versus weakness.

The theory of empowerment focuses on identifying the capabilities of individuals rather than the normative approach of cataloging the risk factors, and the exploration of the environmental influences of social problems instead of laying the blames at the doorstep of the victims (Perkins and Zimmerman, 1995). The idea here is that, any social or development intervention that is fundamentally influenced by the empowerment school of thought, focuses on interventions that result in an enhancement of the wellness of the stakeholders, while simultaneously reducing the problems and providing the opportunities for the stakeholders and the participants to develop the skills and knowledge that are needed for their survival, and making them able to engage professionals as collaborators instead of authoritative experts (Perkins and Zimmerman, 1995).

The Cornell Empowerment Group (1989) conceptualize empowerment as a process that is intentional and centered in the targeted local community which revolves around mutual respect, critical reflection, care, and group participation. The Group continues to assert that, the

empowerment is a process through which people lacking an equal share of valued resources gain greater access to and control over those resources (Cornell Empowerment Group, 1989). Rappaport (1987) also conceptualizes empowerment as the process by which people gain control over their lives, democratic participation in the life of their community. For Zimmerman et al. (1992), empowerment is a process through which the participants have critical understanding of their environment (Zimmerman, Israel, Schulz, Checkoway, 1992).

In their application of the theory of empowerment, Swift and Levin (1987) advance that, the theory is focused on the process as well as the outcome, promulgating that the activities, actions and structures in the process of implementing the project may be empowering while the outcome of such processes leaves the participants with a level of empowerment. The empowerment process additionally entails the participation of the community inhabitants as well as locally based community organizations, in that decision-making and leadership is done collectively. In terms of outcomes, it is argued that, empowerment is seen in the ability of the community to have perceived control of the situation as well as take charge of the mobilization of resources. This is seen in the development of pluralism and existence of organizational coalitions and networks, and accessible community resources.

The theory is relevant to this current study in that, it is used to buttress the need for a paradigm shift from the radical approaches to slum management, towards a more participatory approach where the slum dwellers are seen as pivotal stakeholders in formulation and execution of slum management initiatives and programmes. Slum related studies by Smith (2009) and Oppong (2016) have advocated for citizen participation in urbanization processes based on the theoretical justifications of the Empowerment theory where individual strengths, competencies and behaviors that have the tendency to positively affect social policy to bring about social change, in this case, the management process of slums.

## **2.4 Chapter Summary**

This chapter discussed important literature on the need for a more participatory approach to the management of slums following a failure in previous approaches like demolition exercises to nip the menace in the bud. The Empowerment theory was chosen based on its uniqueness to the premise of the study. The empirical studies analyzed all point to the fact that, a more participatory and all-inclusive approach to slum management

## **CHAPTER THREE**

### **METHODOLOGY**

#### **3.0 Introduction**

As explained in chapter one, the focus of this research is to explore whether the community demolition exercises were characterized by participatory communication, using the demolition exercises at Fadama as the case study. In order to achieve the objectives of the study, and in an attempt to answer the research questions which were informed by the theoretical debates discussed in the literature review as enumerated in the preliminary chapter, the study is gleaned towards the selection of an appropriate research methodology that will aid in the achievement of these objectives and the answering of the research questions. The research design, methodology and sampling techniques will be briefly discussed in the pages that follow.

#### **3.1 Research Design**

It is defined as ‘a detailed blueprint used to guide implementations of a research study towards realizing its aims and objective (Aaker and Day, 1990). It focuses on the techniques and methods of collecting data and analyzing it. (Zokmund, 2003). Therefore, a design is about choosing the best approach or method in collecting data.

Oppong (2016) makes a case for the need for participatory approaches in the management of slums in Ghana. This research helped in understanding how the slum demolition activities in Fadama used participatory communication. A study of this nature that aims to understand the implications of the use or absence of participatory communication on the management of slums in Ghana, required a flexible type of research where the process of discovery is blended with intuition. It is in light of this that the study adopted the use of qualitative research to best reach its potential. Qualitative research is the best fit because of its ability to delve into meaning and the interpretive ways of thinking that are concerned with the social construction of reality. Qualitative research aims at the systematic application of a predetermined set of procedures, to

collect and analyze evidence, and present findings that resolve issues. Therefore, qualitative research aims to get an understanding only on the case studied rather than to generalize, or to use the data to support hypothesis. It thus provides complex descriptions of how people experience a given research issue by providing an overview of the human side of an issue in terms of behaviors, beliefs, opinions, emotions and relationships. It also looks critically at intangible factors such as social norms, socioeconomic status, gender roles, ethnicity and religion.

As Keegan (2006) argues qualitative research is rigorous, reflective, reflexive, intuitive and contextualized subjectively. Qualitative research methods are a powerful means of gaining an in-depth and holistic understanding of the relationship between international culture and communication from the perspective of those inside a society, organization, institution or ethnic group. It helps to get insight into a problem from an emic perspective, which will help to build and broaden understandings about development communication, especially participatory communication due to the fact that the conclusions will be based on indigenous concepts. This will be richer source of information that cannot be universalized since they will have been derived from the case's own terms and ideas about participatory communication.

The methodologies of qualitative research are usually grounded in interpretive thinking. Interpretive researchers are primarily concerned with reaching an understanding about how meaning is constructed and re-constructed through communication relationships which are studied in their natural settings. In this study, the aim is to know the how the community demolition exercise in Fadama were characterized by participatory communication. The interest here is in the voice of the stakeholders, particularly the demolition officers who engaged in the demolition exercise in Fadama.

### **3.3 Population**

According to Yin (1993), a research population is generally a large collection of individuals or objects known to have the same characteristics, which form the main focus of a scientific query. It is for the benefit of the population that researches are done. Polit and Hungler (1993:37) refer to population as an aggregate or totality of all the objects, subjects, or members that conform to a set of specifications.

The population for this study was the Accra Metropolitan Assembly (AMA), which was the organization charged with the demolition exercises done in Accra, especially the one done in Fadama. The rationale for choosing AMA was that, the focus of the study was participatory communication which calls for an all-inclusive participation in social policies that are geared towards making social change. As such, the population provided useful insight into the level and nature of their participation in the demolition exercises, as well as examine the effects of the demolition exercises on the dwellers in the case where they were left out in the decision-making and implementation process

The chosen population had some degree of knowledge as to the various ways in which the community demolition exercise was characterized by community participation, and they, as indigenes contributed to the formulation and implementation of the slum management exercise.

### **3.4 Sample**

The sample is usually the subset of the population. Sampling is selecting a subset of a population to participate in the study, it is a fraction of the whole, selected to participate in the research project (Brink 1996:133; Polit and Hungler 1999:227). The concept of sampling comes from the inability of the researchers to test all individuals in a given population. The sample must be representative of the population from which it was drawn and it must have a good size to warrant statistical analysis. The main function of sampling is to allow the

researchers to conduct the study to individuals from the population so that the results of their conclusion can be used to derive conclusions that will apply to the whole population.

Convenience sampling is a non-probability sampling technique where subjects are selected because of their convenient accessibility and proximity to the researcher. The sample are selected because they are easier to recruit for the study. The study resorted to the use of convenience sampling in order to be resource and time conscious. As such, only participants that were available were used for the study. That is why the study relied on a non-probability sampling technique like convenience sampling. It was also selected because it is fast, inexpensive, and easy and the subjects are readily available.

That said, a sample of five (5) participants were be used for the study. The participants were sampled from the officials from the Accra Metropolitan Assembly who engaged in the slum demolitions in Fadama. The officials were chosen based on their suitability to provide information that helped determine the use of participatory communication in the demolition exercises.

### **3.5 Data Collection Method and Instrument**

The study adopted the use of interviews as the data collection method. According to Wimmer & Dominick (2006:135) “Intensive interviews or in-depth interviews are essentially a hybrid of the one-on-one interview approach.” To do this, semi-structured interviews will be conducted on samples selected from Fadama.

For the purpose of this study, researcher first determined the questions to pose that would provide the desired data. These questions originated from research questions that formed a basis for the study. A question guide for a semi-structured interview was designed to aid the researcher in collecting data. A semi-structured interview is a qualitative method of enquiry

that combines a predetermined set of open questions (questions that prompt discussions) with the opportunity for the interviewer to explore particular themes or responses further.

Next, the researcher met with the respondents separately and conducted the interviews on them using question guides. Due to the physical unavailability of the participants at the time of the data collection, the researcher resorted to the use of telephone interviews which were recorded and saved for transcription. The audiotapes were later transcribed into textual data for the purpose of easy analysis.

### **3.6 Data Analysis – Thematic Analysis.**

The data collected was analyzed using the thematic analysis procedure. Thematic analysis is a method for discovering themes or patterns of cultural significance through a systematic approach to study (Lapadat, 2010). Reading and rereading the data collected from respondents, as well as establishing codes, categories, and themes was part of the data analysis process. The pattern of codes, categories, and themes were examined and compared for commonalities, differences, and connections.

### **3.7 Ethical Considerations**

Ethical concerns form a major deal of every research as it almost crops up in any research undertaking involving participants or individuals. Saunders et al. (2009) define research ethics as the appropriateness of a researcher's behaviour in the conduct of research, especially the researcher's relationship with the rights of participants. That is, participation in the research should be at the discretion of the participants. In this research, participants were exposed to the research objectives after which their consent were sought to be part of the study. All participants agreed to voluntarily be part of the research and they had the sole right to pull out of the study whenever they felt the need to do so. In addition, the study maintained a high level of participant's confidentiality by ensuring that the data provided were bereft of the participant's identity.

### **3.8 Chapter Summary**

This chapter focused on the methodology of the study. The chapter looked at case studies as the most appropriate qualitative methodology to use for a study of this nature. The study adopted the use of interviews as the data collection method where semi-structured interview protocols were used to elicit information from the selected sample. Convenience sample were used for the study, while the thematic analysis was used as an analysis technique for the data obtained. The ethical considerations were also discussed.

## CHAPTER FOUR

### PRESENTATION AND DISCUSSION OF FINDINGS

#### 4.0 Introduction

This chapter presents the findings of the semi-structured interviews done with five representatives from the Accra Metropolitan Assembly to understand the participatory nature of the demolishing exercises that the Assembly has embarked on over the years and more much narrower emphasis on Fadama. The analysis of the data was done thematically using the research objectives that served as the guide for the study.

#### 4.1 Understanding the Causes of Community Demolition Exercises in Old Fadama

The assessment began with an inquisition into what slums are and why there is the need to demolish them. This was to serve as the basis for the study since they are scores of literature that have examined the phenomenon of slums, most of which have argued that, the categorization and conceptualization of slums is context-specific. While some of the participants argued that slums have weak structures, other participants indicated that slums are characterized by their location in urban areas and have major traits that undermines the organized nature of cities.

"Slums are usually found in urban areas. Most of the time the settlement is clustered with no proper outlines. There is this kind of social disorganization, no proper infrastructure, or social amenities. They are mostly a densely populated area, and they are not developed enough, and they do not have the facilities to help citizens or make their lives better"(Participant two, Accra Metropolitan Assembly).

Participant four agreed with the above description of slums, indicating that they are found in urban areas as well, densely populated and have repercussions on the sanitary and living conditions of the dwellers. According to the participant, slums "are overpopulated urban residential settlements that are characterized by densely packed residential units with poor sanitation, housing and living conditions" (Participant four, Accra Metropolitan Assembly).

Participant five, however referred to slums as illegal settlements that exists due to the inability of people to afford better housing conditions (Participant 5, Accra Metropolitan Assembly).

Based on the arguments raised about slums regarding their nature and characteristics, the participants agreed that slums need to be demolished due to the socio-economic impacts it has on the broader developmental agenda of the country. Participant one made a case for the susceptibility of slums by virtue of their weak structures and compactly packed nature to disasters such as fires and flood, and not forgetting the spread of diseases and infections.

"Slums have weak buildings which are highly compacted, highly dense and close to each other and if there is any problem like fire, it spreads faster. Most at times, slums have illegal connections which sometimes result in excessive current flow, which normally leads to fire outbreaks. When this happens, the fire burns through the entire place. We have seen slums that have killed people here. Again, when it rains, the entire place becomes very terrible. Apart from that, when there are cases of cholera outbreak, or anything like that, it spreads very fast because of how packed people the people are" (Participant one, Accra Metropolitan Assembly).

Participant one however expressed that, for the reasons explained above, slums should be demolished in the absence of more effective and lasting solutions since the challenges brought in the wake of slums need to be addressed with urgency. Similar sentiments were expressed by participant two who indicated that the slum demolition exercises were necessary but not the best solution. The participant argued that the demolition exercises are undertaken since the slum areas couple as areas of security threat. Participant three also agreed with participant one and two in assessing the rational for the demolition of slums. Aside the reasons of fire outbreaks, the participant indicated that slums are sites which are bereft of the needed conditions for the betterment of human life, high incidence of social ills and vices, coupled with poor hygiene and sanitary conditions, affecting the achievement of positive health outcomes in such areas and jurisdictions derailing productivity and development prospects.

The disorganized nature of such settlements makes it difficult to navigate solutions to fire outbreaks and floods. This is seen in the excerpt below:

"Using slums in Accra as an example, when there is a fire outbreak and fire service needs to go and quench the fire and there is no proper road or proper outline for them to get inside and so the whole place gets burnt. Aside that, most of the times its very dirty, unhygienic and this means the people there are quite unhealthy. They will have health issues and they will not be productive enough if they are falling sick and you know that an unhealthy population causes the state in terms of productivity. The government has no other choice but to push more revenue into health to make sure they are fine. Demolishing them saves the government the needed revenue which can be used to develop other sectors. Another thing is that crime rates are very high these areas. Another reason why slum should be abolished is that most at times you find hooligans living in such areas" (Participant three, Accra Metropolitan Assembly).

Participant four based his reasons on the need for slums to be demolished on the high rate of criminal activities that occur in these areas. He explained that, slums are found in urban areas where they serve as havens for criminal activities. Not only do the slums harbor criminals, but they also serve as hotspots for communicable diseases and some natural disasters such as fire outbreaks and floods. The last participant indicated that, slums should not be allowed to spring up before they are demolished. The springing up of slums, according to the participant is testament to the ineffectiveness of the laws and policies that have been developed to manage them.

"Slum demolitions are necessary. But why should we allow these structures to spring up in a community before we go and demolish it? It means the laws are not working. Because at any point in time, if laws are being enforced, nobody will be affected at that point in time. We should not allow the slums to spring up before we even go into demolishing. That is a non-starter. So, the demolishing exercise is cool but the ripple effect of it is higher than if we do not allow them to spring up at all" (Participant five, Accra Metropolitan Assembly).

Owing to the various calls and justifications as to how slums can be better managed, the study sought to find out from the representatives of the Accra Metropolitan Assembly whether there are other ways in which slums can be managed beside demolition. Some of the participants indicated that there are other ways in which slums can be managed. Participant five insisted that, there should be constitution and legal provisions to illegalize the development of slums and deter people from erecting illegal structures in illegal areas. Coupled with the above measure, he also stressed on policy directions to send development to the people and legal education on where settlements can be set up and where they cannot be set up.

"Yes, there are other ways. My view is that there should be a law that regulates our settlement in this country. The lack of laws or enforcement of the laws is the cause of many of the developmental issues we face. Government must chase the people with development, by providing amenities that can have help or serve over 2,000, 3,000 people. Water and electricity must be extended to these people. So, Ghana must find a way, a clear-cut way of what settlement areas are, and government must define where humans can settle, and where human cannot settle. If the laws are there, then they must be enforced, because if they are really enforced, we can mitigate the issue where people would not have to move anyhow and settle anyhow" (Participant five, Accra Metropolitan Assembly)

Drawing inferences from how the Chinese manage their slums, participant five suggests the provision of affordable housing for the populace as a measure of managing slums. He explained that, insights from the Chinese case can inform the authorities to provide accommodation options for the people in the slum areas before demolition exercises since the development of slums is a cyclical one. Individuals that are kicked out of their slums more often than not are found encroaching the same area or erecting unauthorized structures in other unauthorized areas.

"So, one of the ways to deal with the slum issues is to build affordable housing for these people and make them pay for the houses gradually. Research has shown that some of the people pay 10 cedis a day and as high as 15 cedis daily to stay in the slum

settlements. So, if people are taking 15 cedis from them, it means that the entire month they are paying close to 300 Ghana cedis and that means people are able pay 300 cedis to live in a better place than the slum. This means, if you can give the person a very good and affordable room whereas the person is paying 10 cedis on even a daily basis, they will be able to afford it. Before then, we can go the China way, what China did was that when they were demolishing their slum areas, they made available housing units for the people, so they moved all the people inside the housing unit, demolish the present slum abode, redevelop it, and then have the people move back. That allows others to also get some space to live while their slums are being demolished. In nutshell, the people will not have challenges in in sleeping because mostly we have temporal places where we call the transit point. They move them into their normal structures" (Participant five, Accra Metropolitan Assembly).

Some of the participants indicated that the demolition of slums although very necessary is not the best alternative when considering the long-term implications of slums. Just as participant five argued, participant two avers that there should be laws and organizations that have been mandated to manage the erection of structures in a bid to control the development of slums. The participant argued that, the attitudes towards slums by the general public is not encouraging, necessitating the need for proactive measures to be taken rather than reactive means which slum demolition epitomizes. He made a case for another approach to slum management:

"The demolition exercises are therefore very necessary but it is not the best. The question is how long can you continue carrying out the demolition exercises? The thing is, we do not have to wait for these issues to become major problems before we attempt to fix it. We should make things doesn't get to that stage. I feel that we as a people are in the habit of encouraging slums you. For example, in Nima, I think Kwame Nkrumah had wanted to move the people and all. So even when you go to some of the Zongo communities, you will see that, they the people are crowded. For me demolition exercise is just the tip of the iceberg. It is just about getting the people not to involve themselves in creating slums. The best thing is to ensure affordable housing.

Unfortunately, what government is charging people for what they call affordable housing is just way too much" (Participant two, Accra Metropolitan Assembly). For participant four and three, some slums require demolition due to their impoverished and disastrous nature. The participants argued that slum demolition remains the best alternative since this can help the government to erect better structures to accommodate the people who were once living there. Participant three cautioned that although this option results in some problems, it is a better alternative to leaving the slums undemolished. Chokor was used to drive home the argument of participant four.

"I think demolition exercises are the best ways to make slums more conducive for living because. When you look at a slum area like Chorkor, you will realize that the whole place must be demolished to pave way for the construction of high-rising buildings to accommodate the people. So, demolition is the most effective way of solving the problem of slums (Participant four, Accra Metropolitan Assembly).

Demolition exercises are the most effective methods of slum management because; if you do not demolish the area and set it up newly, then what at all can you do to make the area better? It brings problems and there is no way you can make it better without demolishing it and then setting it up by planning it properly since most of these areas are not planned well" (Participant three, Accra Metropolitan Assembly).

For participant one, a case was made for the idea that slum demolition is the best approach to the management of slums in Ghana. In his argument, he avers that the demolition of slums is supposed to serve as a deterrence to others, to dissuade them from encroaching in illegal settlements.

"The demolishing exercises are one of the best and effective ways of helping curb the issue of slums. This is because, in this country as you know, you have to make an example of a particular situation so that people would learn from it that is why some people are being arrested and others jailed, so that it will deter people from going to involve in same activity. So, I believe the best management practice is to demolish

those places so that people do not go back there and to find a lasting solution to such problems so that it does not accumulate".

The concept of slums has received a lot of scholarly attention due to its impacts on socioeconomic development of societies. The definition given by the UN-Habitat where slums were referred to as settlements with inadequate housing and basic services was seen in the study. Some of the officials from the Accra Metropolitan Assembly indicated that slums are settlements that are disorganized and lack the basic amenities that are essential for human survival. Some of the officials referred to slums as illegal structures that have repercussions on the living conditions of the dwellers. The study revealed that, slums are overpopulated, unplanned, densely packed units with poor sanitation, housing and living conditions. These views from the officials are buttressed by Arimah (2011) Ali and Sulaiman (2006) who contended that slums are illegal structures in contravention of building regulations and without formal planning approval.

The UN-Habitat (2007) stipulates that, slums are deficient in having durable housing that protects dwellers against extreme climatic conditions, insufficient space and encroachment of small spaces by huge numbers, lack of access to water, inadequate sanitation and no security of tenure, resulting in forced evictions. The officials indicated that, slums are caused by the inability of government to provide affordable housing and accommodation, improper planning of settlements and the inability of laws, policies and enforcement agencies to control the development of slums. Opong (2016) in an examination of slums in Ghana argued that, slums are prevalent and proliferated in Africa owing to factors such as poverty, rural urban migration due to increasing urbanization as well as poor planning of the settlements.

The officials believed that, the problems associated with the spurt in slums in Ghana such as being a hotspot to natural disasters, criminality and easy spread of communicable diseases rationalizes their demolition. Opong (2016) indicates that Sodom and Gommorah was

demolished due to the dangers that the slums posed to the development of the country. He made a case for the spread of fires, susceptibility of such areas to floods and high levels of crime rates. However, the officials from the Accra Metropolitan Assembly iterated that, as much as the demolition exercise are quite extreme, they are necessary since the illegal structures need to be pulled down to make way for better planning of such settlements. However, they argued that, there should be the enforcement of laws that regulate slums to proactively solve the issue before it gets to the stage where they are demolished, coupled with the provision of alternative and cheaper accommodation for the victims to prevent the re-encroachment of the demolished areas. This falls in line with calls made by earlier researchers such as Oppong (2016) and Arimah (2014) for the need for resettlement packages to augment demolition exercises.

#### **4.2 Assessing the Degree to Which Participatory Communication Was Used in the Demolition Exercise.**

The thrust of the study was to examine the use of participatory communication in community demolition exercises, using the Old Fadama demolition as a case study. The discussions in this section revolve around the communication done about the demolition exercise, the processes of communication involved, the use of participatory communication and the targets of these communication processes.

The assessment of the processes in communication about the demolition exercise in Fadama indicated that, there was communication about the intended demolition exercise. The participants asserted that, there was communication between the Assembly and the target of the demolition, which is the residents of Old Fadama. For participant one, communication was central to the demolition exercise that took place and this helped the authorities to establish a mutual understanding with targets of the slum dwellers in Old Fadama. He indicated that the

nature of the communication that ensued was dialogic. He justified the target of the communication, its nature and the significance in the excerpt below:

"Those within the slums, those within the kiosks and containers are the people of target, therefore we should communicate or articulate the views and the necessary or the necessity or the relevance of the demolition exercise for them, and it happened through mutual understanding. Remember, we are going in accordance with the law as already noted, so it is very necessary and imperative to sit one-on-one with the people, have meetings with them and explain to them vividly the reasons why the demolishing exercise is taking place. The reason for the exercise may be that the slums easily catch fire and among other things, or the place may be needed for a project that will of benefit to the whole populace" (Participant one, Accra Metropolitan Assembly).

One of the participants explained that previously, the mass media was very central to the communication efforts of the Assembly in the days prior to the demolition in terms of its nature and date. In this case, the type of communication used was mostly one-way and monologic since the purpose of the communication process was just to serve informative functions. There was absence of engagement with the local folks. He argued that, this was different from recent exercises that that involved an increased form of engagement with the slum dwellers. This was not different from the position of the first participant.

"On previous demolition exercises, one could see that, people on TV lamented that they were not notified ahead of the exercises. For example, there was an official communication to Agboghoshie onion sellers with regards to the date, on which exercise will be carried out. Now if you want to carry out demolition exercises, then you will have to let the people know or engage them. Not engaging the people or serving them notices, will leave a bad name. Yes, you may be doing the right thing, but it leaves a bad name. It leaves a bad name in the sense that, it is like "this is where we stay, this is where we've lived, you just did not tell us, you come in and then you break our structures." Mind you, some of these people have papers backing where they're staying now. Include them in the process would mean that, the issue of bad names would be cancelled" (Participant two, Accra Metropolitan Assembly)

Participant three explained that communication and engagement with the targets of the demolition exercises is one of the preliminary steps in undertaking demolition exercises. The communication is a cocktail of information and education on the significance of the exercises to the nation and why the slum dwellers need to vacate those illegal structures. Just like other participants, this signified the use of dialogic communication between the Assembly and the slum dwellers.

"I think if you are going to demolish an area, you will first need to meet with the heads of the places if there are any, to talk to them about the exercise. Give them the reasons why the areas need to be demolished. People have to be educated on why the area needs to be done away with. But it must be noted that, funds are needed for the exercise to be effectively carried out. The funds must be given to the people to help them resettle at new places to continue their lives" (Participant three, Accra Metropolitan Assembly)

Participant three further argued that, communication efforts in demolition exercises will be more effective if it is done in a participatory manner, where the slum dwellers and opinion leaders within those settlements and broader communities are involved in the decision-making process. This, he argued was used in a demolition in various sites in Accra and accounted for its success.

Communication will be effective if the heads and leaders are engaged extensively. Involve all stakeholders in your decision-making like what the greater Accra Regional Minister did with one of the sites in Accra. You know it was quite understandable. People agreed to move because of the way he went about it. Communication with the people was properly done (Participant three, Accra Metropolitan Assembly). Awareness creation is one of the benefits of the communication of demolition exercises. This, in the purview of participant four, smoothens the process of demolition. However, although the targets of the communication process have mostly been the slum dwellers, the representative from the Accra Metropolitan Assembly indicated that this has both negative and positive effects. This is further explained in the excerpt that follows.

"Communication of demolishing exercises has both positive and negative outcomes and effects. The positive ones include, it helps the people prepare ahead of time and help give them ample time to look for alternative places of abode and then also move out. It also makes the work even easier for the people responsible for the demolition exercise because mostly when people are even living, they might go along with some of parts of their structures like their wooden components and movable components which makes it easier and efficient for those in charge of the demolishing to also operate. The negative effect of communication strategy is that it turns to cause fear and panic and secondly, people who would want to fight against such activities also are armed with such information to operate accordingly" (Participant four, Accra Metropolitan Assembly).

The analysis of the interview with one of the participants revealed that, community engagement has to be central to demolition exercises to inform them of the exercise and the availability of accommodation. Opportunity should be given to the slum dwellers to make their problems known. However, this practice has been deficient in the demolition exercises in Ghana. Due diligence as far as communication and community engagement is concerned, is not a pivotal process.

"Before demolishing exercise is undertaken, community engagement should be done. You engage the people you need to move them away from a place. You engage them; you show them where temporal structures or your alternative structures from them. Then you can give them time to prepare themselves for the demolishing exercise to take effect. These three things must happen, especially the community engagement. You engage the people to know their views, have them air their grievances. There should be documentation either of properties or the people living at the place that needs to be demolished. But many at times, in Ghana what we do is that we just go and write on their doors. Some of them cannot even read, they don't even understand. They will just go and write remove, remove and that is done. However, if proper engagement is done, these people will be okay" (Participant five, Accra Metropolitan Assembly).

Addressing the type of communication that characterizes the demolition exercise in Ghana by the Accra Metropolitan Assembly, the participant iterated that although two-way

communication is very central to the actualization of the objectives of demolition exercises, the type of communication that occurs in the Ghanaian case is mostly information dissemination where the slum dwellers are only served notices to leave the settlements.

If the communication is two-way, better results can be achieved. You communicate with the people, and you take feedback as well. That is when you settle on terms, but usually the communication is done using informational approach. We just give them information and we walk away and that is what has been bringing the issues. Because we are not engaging them and we are not listening to their views, the communication is always either one-way or informational (Participant five, Accra Metropolitan Assembly).

Participant five further explained how the ideal communication was supposed to be and the gains that the demolition exercise could derive from it.

"If the communication becomes a two-way affair, where the authorities receive feedback from those in the slum communities, you will realize that any activity or exercise to be carried will be supported by the people. You pick up the slum community, the people living in the community; engage them, get their feedback when we give them the information, we get feedback from them and settle on what to do with them during the demolishing exercise "(Participant five, Accra Metropolitan Assembly).

The focus of the various processes of communication used in the period prior to the demolition was also assessed. One of the participants indicated that, the various processes of communication that were used in the community demolition exercise did not focus on the slum dwellers. The communication used was monologic and mostly informational. This means that, key networks within the community like the Chief, groups, opinion leaders, among others were not engaged and were only served notices of the date of the scheduled demolition exercise.

"They do not; authorities do not focus on engaging the people. They do not do any other form of engagement. It is just informational and notices just like that. That we are coming to break your path without listening to you. Therefore, very few at times, this type of

communication has been used" (Participant five, Accra Metropolitan Assembly). However, another participant maintained that, the communication processes used in the demolition exercises involved residents of the communities in which these slums are located. Dialogic means were used to enable the key stakeholders in the affected settlement contribute to the success of the process. The engagement of the people confers legitimacy and acceptability on the demolition process, as the opinion leaders are able to articulate the relevance or necessity of the demolition exercises to their people.

"Yes! You deploy your communication through the opinion leaders, chiefs and the elderly who reside there. It is important to always consult leaders, confront them and always sit on the negotiation table to dialogue. When you dialogue with them, it means discussing the way forward with them in relation to how the people can be ejected legally which will contribute to the course. They can better communicate with the people because they understand the kind of language to use, when engaging the people and the plight of the occupants better" (Participant One, Accra Metropolitan Assembly).

Slums have been known to have consequences on the slum dwellers, as Arimah (2011) in a Zimbabwean study bemoaned the humanitarian crisis and the economic hardships that befall the dwellers who are forcibly evicted from their settlements. This has resulted in criticisms from international organizations like the UN. The officials agreed that, attention to be paid to the notification of the settlers of the government's decision to embark on the demolition, as well as plans that have been put in place to ensure the relocation and compensation of the slum dwellers.

The analysis of the findings showed the participants indicate that there was communication of the demolition exercise ahead of time through mass media channels, and through meetings with the community stakeholders like chiefs and opinion leaders as well as groups and opinion leaders. However, the nature of the communication was mostly informational and monologic and served the purpose of only informing the dwellers of the government's intention to

demolish the said site. However, the involvement and participation of the slum dwellers in the planning, execution and evaluation of the demolition exercise was non-existent, as attested to by the officials from the Accra Metropolitan Assembly. The officials expressed their knowledge on the need to engage the people before the advent of the exercise to understand their plights and contribute to the effectiveness of the exercise although it was not manifested in reality. In light of participatory approach to slum management, Bolay (2006) discovered that, policies and plans that have been instituted to manage the occurrence of slums have since time immemorial not taken into account the efforts of the inhabitants to resolve the attendant problems generated from slums.

One official intimated that, although slum demolition exercises have a positive goal in mind, the Assembly always ends up getting negative feedbacks and name calling from the public due to the approach used in the execution of the exercise as long as communication is concerned. The participant expressed the need for a perfect blend of informational and educative approaches in the communication efforts of the government due to the intricate nature of the issues involved. A study by Natakun (2013) revealed that, the community participation and engagement in slum demolition help the dwellers to develop ownership of the problems, and be an active participant in the planning and implementation of the demolition. Imperato and Ruster (2003) also admonish that; participation should allow the disadvantaged people to influence resource allocation, policy and programme formulations and implementation at different levels and degrees of the programme.

The analysis of the data indicated that the nature of the participation from the slum dwellers was passive in nature. The promulgation of the types of participation by Pretty (1995) shows that, passive participation is characterized by the dwellers participating through being informed of what is to happen or has already happened. Participation in information giving, participation of consultation, participation for material incentives, functional participation and the ultimate

form of participation, all of which guarantee an increasing level of participation of the dwellers were missing in the nature of communication that characterized the demolition exercise, making the demolition deficient in terms of participation.

#### **4.3 Examining the Effect (or the lack of) Participatory Communication in the Effectiveness of the Demolition Exercise**

Participatory communication has been argued in the literature reviewed in the second chapter to be very instrumental in the success and effectiveness of demolition exercises and other slum management strategies. Aside the prospects of understanding the various reasons that necessitated the encroachment of such areas, it helps the slum dwellers to have an appreciation of the process and even participate in proffering lasting solutions to the menace. The study in its attempt to empirically assess how effective the use of participatory communication has been in the demolition exercise, the participants shared their thoughts on whether it was necessary for slum dwellers to participate in demolition exercises and what the nature of their participation was, with the Old Fadama demolition exercise as a case in point.

Participant one indicated that, participation of slum dwellers in slum demolition is very necessary and yields dividends for the management of slums. He indicated that their involvement is very crucial since these settlements represent their lives and their engagement confers some form of legitimacy on the whole process. Their involvement also augments the process, in that; the Assembly gets vital information central to the demolition.

"You must involve them in these processes than relegate them because if the proper channels are not to demolish these slums, they can also take you on. They can take legal actions against you because while the slum is sitting on your land, but it does not warrant you to just enter. They can file a suit against you for a possible breach of privacy and unlawful entry. So, it is very necessary to involve these people occupants of these slums in management of these slums. Involving them is also important because

they are going to provide you with vital information" (Participant one, Accra Metropolitan Assembly).

Participant two reiterated the need to involve the slum dwellers in the management of slums, using an instance where a demolition exercise resulted in violence, which reduced the faith of the slum dwellers in the government.

"You must involve the people because you are there because of the people. As such, anything you do is just the people. We can look at Adjei Kojo, somewhere in Ashaiman where a similar case happened. It led to the reduction in the number of voters drastically. The benefit of involving the people is that it makes the process smooth devoid of attacks and violent behaviors. The exercise is carried out without difficulty since the people will know when, where and how to move away "(Participant two, Accra Metropolitan Assembly).

The involvement of the locals in the management of slums helps them to own the problem, as they see themselves as not only the problem, but as part of the solution. In this vein, another participant indicated that, engagement of slum dwellers removes any perception of autocracy.

The participation of people in slum management is key. The reason is that, whenever you involve people in the management of slums, they have some authority on every decision that they make. They feel some sense of belongingness in the transition process. When you are moving there, they feel like they were part of making it a reality in upgrading their lives. Not that somebody is lording over them. When they have that sense of ownership and belongingness, they turn to support the entire project. So, assuming you are in a slum community, and somebody comes to say where you are living is not good, they will find a way to resist any attempt to evacuate them. Earlier in the analysis, there was a gravitation by the participants towards the perception that, the demolition exercises in Old Fadama were devoid of participatory communication. The only form of communication that was done by the authorities were done with the aim of notifying the slum dwellers on the dates when the action was to take effect. As a result, the nature of the participation of the slum dwellers was mostly passive. This was made known by participant one who indicated that there was no mutual understanding

between the government and the slum dwellers in Old Fadama. There was lack of consensus between both parties and no alternative accommodation was made for the slum dwellers who had nowhere to go.

With respect to the Old Fadama demolition exercise, these people have been staying there for some long periods of time and they do not want to change, as is known of human beings. Human beings always resist change and I think the government played its part in the conduct of the exercise involving the people of Old Fadama, but what I notice was the lack of mutual understanding. This is because the people were agitating that they have nowhere to go there while the government also mounted a spirited campaign to eject the people" (Participant one, Accra Metropolitan Assembly). The participant indicated that, the subsequent involvement of key stakeholders within Old Fadama helped to bring the project back on track.

"The people one way or the other did not initially participate but as time went on and with the involvement of opinion leaders, the Imams there, everything went on smoothly. So, it is always necessary to involve the opinion leaders, the elders in that slum community, the chiefs and all the necessary or important stakeholders to have mutual understanding before demolition exercise commences (Participant one, Accra Metropolitan Assembly).

The above observation by participant one was also made by another participant who indicated that, the subsequent involvement and participation of the slum dwellers contributed significantly to the success of the demolition exercise.

"The impact was very significant and as already noted, it necessary to involve the occupants because without them, the exercise will not be fruitful. They can't be snubbed but rather they must be given reasons for the demolition exercise, that way, they will all support the process. Letting them know of the exercise is a case of fairness and justice" (Participant five, Accra Metropolitan Assembly).

Recognizing the benefits that participation from the slum dwellers through participatory communication could offer to the process of slum management, the various participants suggested ways in which demolition exercises can be improved, emphasizing on increased

participation from the slum dwellers. Participant two indicated that, the first step towards ensuring the effective management of slums is to ensure that, there are checks in place to ensure that slums are not developed based on the problems that slums pose to the society. However, he maintained that demolition exercises are very necessary to slum management, despite its advantages and disadvantages. Inasmuch as demolitions have the development of the society, prevention of disasters and ensuring the orderly planning of settlements, it disintegrates communities of people that have been established through the slums.

"Demolition exercises can be used to manage slums because places that originally should have about 50 people now houses more than 200 people and this increases the chances of the spread of communicable diseases. The slums also harbor criminals and those who do drugs. The crowdedness of these slums even makes it difficult to trace these criminals there. One thing we must know is that the demolition exercises have their pros and cons. The demolition breaks the bond between the people who were once living in the slums. The demolition disintegrates people and takes away that sense of belongingness from them. But then again, it helps to control illegal connections "(Participant two, Accra Metropolitan Assembly).

However, on the communication tangent, participant two emphasized on the amalgamation of mass media communication with community engagement to ensure effectiveness of slum demolition exercises.

"Before undertaking demolition exercises, the first thing to do is to communicate with the people, through the mass media and engaging in meetings and mainly engage the chiefs or opinions leaders in these areas. Even if its gang leaders, they will be the ones to get the message down to the people effectively" (Participant two, Accra Metropolitan Assembly).

Another participant indicated that, community demolition exercises are important due to the unplanned nature of the various settlements.

"For me, I believe that the community demolishing exercises are very necessary. If you are using Ghana for instance, most of the towns were not planned properly and I believe that if we want a better infrastructure, and the nice atmosphere and everything that we want, then they are necessary the town needs to be planned properly and doing so, some building may have to go down to pave way for proper layouts. When you look at the growing population, it is very necessary that you have your infrastructure in order and everything. In the next ten to twenty years, the population will still increase and then the funny thing is land areas doesn't increase and so if you are engaged in building a community you have to make sure its properly planned" (Participant three, Accra Metropolitan Assembly).

Participant four argued that, although slum demolition is still necessary in the management of slums, there needs to be strategic communication interventions to ensure that slum dwellers are fully abreast and on board.

With the process that are involved in demolishing, I think first and foremost a notice must be served to the people citing the reasons for that planned demolishing and it must outline processes involved. The buildings that would be affected should be marked as well to serve as a notice. After that, I think a grace period must also be given, with possible extensions to still help people who are yet to you know, vacate from such areas. The date for the demolishing must be made known to everyone after which the authorities responsible for the exercise that can operate.

In the purview of participant one, the community demolition exercises should be augmented with the provision of alternative housing options which have been made affordable for the slum dwellers to prevent them from returning to the demolished sites, or illegally encroaching other areas defeating the purpose of the demolition exercise.

"I would suggest that going forward government through its Ministry of Works and Housing should be able to provide alternate homes to these slum communities, so because it is not easy at all in this whole life. It is not everybody who has a very good job, who can buy land and build. It is not possible in that way. The government should resource the ministry to also build a lot of houses affordable houses for these people as an alternative. Also going forward, the authorities, the assemblies and the ministry of

local government must keep an eye on the ground and make sure that they wouldn't just sit down aloof for people to occupy some land and turn it into a slum community before they come in to demolish the place" (Participant one, Accra Metropolitan Assembly).

On bettering the communication to increase the effectiveness of slum management exercises, the participant indicated that, communication must be enhanced to ascertain a mutual understanding between the slum dwellers and the government.

"Lastly, I would suggest that there must always be a mutual understanding between government and the people living in these slums areas because I do not think everybody wants to live here in these kiosks but because of situations and circumstances beyond their control. So, we must as a nation going forward develop a proper way of managing this whole brouhaha, let us build affordable homes that can be afforded by these people" (Participant one, Accra Metropolitan Assembly).

This study was undergirded by the empowerment theory advanced by Rappaport (1981) in the call for researchers and policy enthusiasts on the need for a paradigm shift towards a more participatory approach of slum management where the slum dwellers are seen as pivotal stakeholders in the formulation and execution of slum management initiatives. This helps to enhance the participation from the dwellers had prospects of positively impacting on the success and effectiveness of the slum management strategy.

However, the findings from this study showed that the management strategy was deficient in empowering the slum dwellers through participation because the communication between the government and the slum dwellers was on a non-participatory, unidirectional, informational and monologic basis. Resultantly, the prospects that could have been realized had the slum dwellers been engaged from the beginning to the end of the slum management exercises was lost. Contrastingly, the dividends yielded by the monologic and informational communication from the government and demolition organizations was met with feelings of displeasure and hurt by the target dwellers who mostly had their means of livelihood and existence taken away

from them without having a say in the process. Some of the officials who participated in the study indicated that, this painted the management strategy as draconian and devoid of empathy for the plights and concerns of the slum dwellers. Mansuri and Rao (2003) in an analysis of the top-down communication approaches in slum management explained that, the exclusion of the dwellers from implementation and decision-making phases results in disaffection towards the project and lack of support. Petern (2011) argued that, slum management predicated on topdown approaches cannot be effective and efficient.

Oppong (2016) highlighted from his analysis of Sodom and Gomorrah in Ghana that the slum demolition exercises that are devoid of participation are defeatist and self-destructive. The author recounts that in the demolition that was done in Sodom and Gomorrah, there was a mutual understanding between the slum dwellers and the authorities, with the dwellers being involved in the various process of decision-making. This created a perfect blend of local knowledge from the slum dwellers and the technical expertise of the city planners resulting in an effective execution of the management and improvement of the slum conditions in Sodom and Gomorrah (Oppong, 2016). The officials that participated in the study recommended that participatory approaches should be a pivotal constituent and for that matter, a foundational requirement of prospective demolition exercises.

#### **4.4 Chapter Conclusion**

This chapter was focused on the presentation of the findings of the semi-structured interviews with five representatives of the Accra Metropolitan Assembly. The findings indicated that, the demolition exercises are considered by the participants as a necessary evil in the management of slums based on the need to manage the problems associated with slums. Although the participants agreed that communication and for that matter participatory communication is pivotal to the success of demolition exercises, the Old Fadama demolition exercise was to a large extent devoid of participatory communication from the onset and this was only done at

the latter phases of the exercises. However, the participants suggested that communication be improved for the purpose of mutual understanding between the government and slum dwellers, coupled with the provision of alternative and cheap accommodation for the dwellers.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

#### **5.0 Introduction**

The previous chapter presented the findings of the semi-structured interviews with the demolition personnel from the Accra Metropolitan Assembly regarding the use of participatory communication as an approach in community demolition exercises. This chapter is a concluding one that discusses the summary of the study. Salient conclusions are drawn and practical recommendations for prospective demolitions as well as future studies are suggested based on the study's findings.

#### **5.1 Summary of the Study**

The first chapter served as the introduction to the study. It gave an overview of what the study is going to look like. It contained the background of the study which created the setting of the study, the statement of the problem, the objectives of the study, and the research questions. It also discussed the significance of the study and the organization of the study.

The second chapter reviewed extant literature related or relevant to the topic and its objectives. This was done to help contextualize the study to fit into the arguments of other related studies as well as specify the areas to which the study could contribute. The chapter began by exploring and discussing the various theoretical underpinnings of the study. The theory used in the study was the Empowerment Theory. The chapter then continued with a review of the concepts undergirding this study such as participatory development communication, types of participation, principles of participation, development of slums, slum development, slum management and slum demolition. Empirically, the chapter reviewed studies that were conducted in other jurisdictions on the advantages and disadvantages of slum clearance, community participation in slum control and management, benefits of community participation in slum management, and the challenges of community participation in slum management.

The third chapter presented the methodology used in the collection of data and the conduct of the empirical part of the study. The research purpose and objectives necessitated the use of qualitative methodology. Qualitatively, the study employed the use of interviews where an interview protocol was developed and administered to five participants conveniently sampled from the Accra Metropolitan Assembly.

The fourth chapter analyzed the data collected and made meaning out of them. Thematic analysis was adopted as the method of analysis and the findings were presented in themes curated from the objectives that formed the basis for the study. The findings were then discussed in tune with the broad research objectives that formed the basis for this study. The fifth chapter focuses on the summary of the study, the main conclusions as well as limitations of the study.

## **5.2 Conclusion of the Study**

The study was an assessment of the use of participatory communication in slum demolition exercises in Ghana with a narrow focus on the demolition exercises actuated in Old Fadama. The findings show, demolition exercises are still central slum management strategies. However, this management strategy should be augmented with others such as provision of cheaper alternative housing for the dwellers, the improvement of existing slums and upgrading them. Although communication was central in the demolition exercise, the nature of the communication was monologic, unidirectional and top-down that aimed at informing and notifying the slum dwellers of the intended demolition exercise. Although the officials admitted that there was the need for community engagement and participation by the slum dwellers, the findings indicated that the nature of the participation of the slum dwellers was passive. Ultimately, an interactive participation from the dwellers would have contributed to the effectiveness and efficiency of the exercise and taken away the disaffection and violence characterized the whole process. The officials recommended that prospective demolition

exercises should be characterized by participation from the slum folks. It was also recommended that, there should also be the provision of affordable housing for the slum dwellers.

### **5.3 Practical Recommendations of the Study**

To aid in the effectiveness and efficiency of prospective slum management exercises, the following recommendations are made in light of the findings of the study.

- i. The slum dwellers should be involved in all phases of the demolition exercises since it empowers them to understand the problems caused by slums and makes them instrumental in the management efforts. This will help resolve issues of disaffection regarding those exercises. In addition, there must be provisions made for alternative accommodation for the slum dwellers at a cheaper cost as compensation for the loss of settlements.
- ii. The findings showed that mass media were the main avenues of media-centered communication. However, future demolition exercises should take advantage of local communication networks to ensure effective engagement with the slum dwellers. This will ensure that there is a widespread understanding of the need for such exercises.
- iii. The laws and policies that have been enacted with the mandate of controlling and managing slums should be strengthened, intensified and enforced as a proactive measure to control the spurt of slums. The organizations and agencies central to slum management should be reoriented on the need for proactive measures to be taken to reduce the growth of slums in Accra. This helps to absolve the authorities of the various problems, pressures and costs associated with demolition exercises.
- iv. There should be policy direction that will favor slum upgrades. Some slums do not need to be demolished due to the importance of the human resources present

there. However, government can look into ways of improving the standards of these slums, making it conducive enough for use. This involves providing such slums with the requisite social amenities like water, electricity, schools among others. It also involves ensuring that the structures erected are reorganized to make them orderly and in line with the requirements of urban city planning.

#### **5.4 Limitation of the Study**

The objectives of the study were achieved despite the following limitations:

- i. The researcher had limited time within which to complete this study. As a result, the envisaged research design where there were plans to recruit participants from Old Fadama slum demolition site as well as officials from the Accra Metropolitan Assembly was not realized. The researcher had to fall on the perspectives provided by the representatives from the Accra Metropolitan Assembly reducing the sample size from eight to five. The inability to use the locals from the demolished sites stemmed from the lack of time to conduct interviews in local dialects owing to the English language barrier between the researcher and the dwellers. As such, the selection of a translator and the latter transcription of the data from their local languages to English would have required more time, which the researcher did not have due to the scheduled deadlines of the project.
- ii. Another limitation was the availability of the officials for the study. Due to the intricate nature of the topic, some of the officials that could have provided the researcher with much deeper information refused to participate due to their organizational commitments. However, the objectives were still met with the participants that availed themselves for the study.
- iii. This study, due to its qualitative nature could not statistically test the relationship between participatory communication and the effectiveness of slum management.

## 5.5 Recommendations for Future Studies

Based on the limitations discussed above, the researcher proffers the following suggestions to aid in prospective studies.

- i. The researcher recommends that, future studies should focus on the slum dwellers to understand from their involvement in slum management exercises. Such Perspectives can bring to the fore, the reasons for the growth in slums in urban cities Like Accra and the willingness of the slum dwellers to cooperate with the government in managing issues associated with the slums.
- ii. Future studies should be done quantitatively, which will make it easier for the determination of statistical relationship between participatory communication and effective slum management exercises.
- iii. Other sites that have undergone one form of slum management or another should be targets of prospective studies. This will give an overall impression with respect to how participatory national slum management efforts have been, and how the gains made and challenges encountered using such approaches.

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## **APPENDIX**

### **INTERVIEW PROTOCOL**

1. What are slums and why do they need to be demolished?
2. Are there other ways, besides demolition exercises that can be used in the management of slums? Are demolition exercises the most effective methods of slum management?
3. What are community demolition exercises?
4. Are they necessary?
5. What are the various processes involved?
6. Is communication a part of the processes involved?
7. What is the nature of the communication involved (Is it one-way, informational or two-way)?
8. What are the types or modes of communication used during the demolition exercises?
9. What is the justification for the communication types used in demolition exercises?
10. Who are the messages targeted at and why?
11. How often have these communication processes been used in demolition exercises?
12. Did the communication process focus on the people that inhabited the said site? If yes, how did this happen?
13. Did the communication process make use of the local networks like chiefs, associations, groups, among others in the community?
14. How were the people in these demolished sites involved in the communication and demolition process?
15. Do you think participation of people from the slums is necessary in slum management? Why?
16. What was the nature of the participation of people in the process of the demolition of Old Fadama?
17. How did the participation of the people influence the demolition exercise?
18. What suggestions will you make regarding how slums are managed in Ghana and how these demolition exercises are communicated?