



Blended Representative Principle of Governance

A potential solutions pathway for transformative development in Ghana

A partnership proposal presented to the National House of Chiefs

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Purpose of Presentation

- Brief the National House of Chiefs (NHC) on the Blended Representation Principle (BRP) of Governance and potential for transformative development in Ghana.
- Seek collaboration with the NHC on advancing the body of work/ advocacy for the adoption of the BRP
- Present a roadmap on adoption of BRP for consideration by NHC

Compelling Rationale / Reasons

- Associated undermining features of prevailing LG arrangements
- Utterances on involvement of IoC in LG
- Need to eliminate parallel leadership syndrome
- Consensus and contestations on the country's constitutionally mandated leadership arrangement
- Misdiagnosis of underlying causes of LG sub-par performance

Compelling Rationale / Reasons contd.

- Indigenous leadership as a powerful mainstay for transformative or regressive politics
- Conscientious patriotism
- Transformative development in Ghana requires proactive involvement of indigenous leadership
- Indigenous leadership in Africa requires a new leap of faith for transformative development (Examples of selected country cases)
- BRP as a transformational antidote

Background Research and Professional Engagement

- PhD Thesis: *“The Pursuit of Politics of Sustainable Livelihoods: Focus on Governance in Ghana”*, Kofi V. Anani, University of Guelph, Canada, 1999
 - ✓ Focused on participation in governance through critical assessment of common property resource (CPR) management and suitability of institutional frameworks for transformative development.
 - ✓ Investigated organizational knowledge, principles and authority figures – modern and indigenous – instrumental in the management of CPR, and the extent to which such leadership arrangements are utilized in prevailing local governance (LG).
 - ✓ Management of selected livelihood mechanisms constituting CPR operationalized as variables in fostering good governance strategies; and data gathered in 10 communities in Kpandu and Hohoe districts of the Volta Region between July and December 1998.

- Capacity Enhancement Needs Assessment (CENA) Project in the Volta and Eastern Regions of Ghana, World Bank, April 2005
 - ✓ Focused on delivering services - health, education and water – in local communities
 - ✓ Assessed the capacity of available leadership arrangements in local service delivery from the perspectives of target beneficiaries and impact on performance, results and outcome.
 - ✓ Dialogue on CENA Findings held in Ho & Koforidua, and chaired by then Presidents of the respective Regional House of Chiefs, World Bank, June 2005.

Background Research and Professional Engagement contd.

- Ghana Leadership Dialogue with Traditional Authorities chaired by then President of the National House of Chiefs in Kumasi, World Bank, December 2005.
 - ✓ Theme: *“Extending the reach of the Judicial Service through strengthening the Adjudication Capacity of Traditional Leaders”*
- Africa Diaspora Program, *“Home Town Associations (HTA) and Community Development in Ghana and Nigeria”*, World Bank, 2009.
 - ✓ Focused on the instrumentality of available leadership arrangements as conduits for facilitating Diaspora resources in community development

Preliminary research findings of relevance to LG in Ghana

- Socio-cultural realities in rural communities are quite different from urban areas in suitability of arrangements to participate in decision-making and CPR management.
- Primordial loyalties & social organizational structures in existence constitute assets and strength of rural communities.
- Majority participation in decision-making linked to the community through council of chiefs and queen mothers based on the consciousness of belonging to the “whole”.
- Both principles of participation derived from indigenous African and Euro-American socio-political thought are utilized to regulate management of CPR
- Indigenous knowledge, principles and values are utilized more in rural communities to manage CPR upon which livelihood and existence depend.
- Indigenous leadership has a greater capacity to mobilize participation in CPR management than modern local authority arrangements.
- Modern local leadership mandated by central government to exercise political authority in local development initiatives
- Presence of parallel leadership inhibits effective exercise of local political authority, communication, mobilization and organization for transformative development.

Preliminary research findings of relevance to local governance in Ghana contd.

- **Parallel leadership:**
 - ✓ indicates absence of majority participation in managing affairs of the communities at the local level,
 - ✓ constitutes seeds of conflict and inertia rendering elusive transformative development
- **Indigenous leadership is:**
 - ✓ relegated to the periphery in prevailing LG arrangements and restricted to marginal roles in major development initiatives - a clear anomaly in political organization, planning and administration.
 - ✓ more likely to ensure better local governance given its forefront role in CPR management
- **Based on the preliminary findings, we believe that Ghana needs to adopt the BRP of Governance for transformative development that meets the aspirations of not only the privileged few but majority.**
- **Current proposal would further elucidate what needs to be done for Ghana's indigenous leadership system to assume greater roles in local administration.**

Significant Implications of Preliminary Findings

- Salient features of BRP and potential impact on LG arrangements
- Implications of the proposed arrangement on reforms in LG and IoC
 - ✓ *Structure, composition and functioning of DAs*
 - ✓ *Reforms, adaptation and strengthening of the IoC*

Salient features of BRP and potential impact on LG arrangements

BRP is a fusion of leadership systems (modern and indigenous) with the constitutional mandate to rule and manage resources manifesting in the superior capability to communicate, mobilize and organize for transformative development in a polity.

BRP connotes vertical blending whereby national leadership is determined by prevailing partisan-based universal adult suffrage elections; and LG leadership determined by indigenous leadership arrangements nurtured and guarded by the people for centuries and to which they continue to ascribe.



Salient features of BRP and potential impact on LG arrangements (contd.)

- **Traditional chiefs would represent communities in their respective local electoral areas at corresponding designated DA; a variation of the arrangement is applicable to metropolitan assemblies (MAs).**
- **100 percent membership composition by traditional authorities in DAs and Municipal Assemblies.**
- **District Chief Executives (DCEs) and Deputies elected from members of the DAs and Municipal Assemblies by Representatives**
- **Guaranteed centrality of gender balance in the composition of the DAs that if a male is elected as DCE then female elected automatically Deputy and vice versa.**
- **The DCE chairs Executive Council; Deputy presides over DA.**

Implications of the proposed arrangement on reforms in local governance and the institution of chieftaincy

Structure, composition and functioning of DAs

- Need for promulgation of Constitutional Amendments and LG Reforms

- Relevant Chapters and Articles of the 1992 Constitution and the LG Act are:
 - ✓ Chapter 20 – Decentralization and Local Government:
 - ✓ Article 242 – Composition of District Assembly
 - ✓ Article 243 – District Chief Executive
 - ✓ Article 244 – Presiding Member
 - ✓ Chapter 22 – Chieftaincy
 - ✓ Local Government Act, 1993

- A suitable formula-based variation of BRP in the MAs would be worked out given cosmopolitan character, population and spatial configuration of cities

- Composition of Executive Committee of DAs, and extending membership to heads of requisite technical departments with right to vote.

- Replacing duplicative Urban, Town, Area and Zonal Councils with more grounded and far-reaching Traditional Councils

Reforms, adaptation and strengthening of the IoC

- Tenure limitations of representation and participation of traditional leaders at DAs. (Chiefs would continue to have traditional life-long tenure on respective stools but term limited at DAs, thereafter Chief Emeritus)
- Delegation of Representation (Representation can be delegated in case a chief not capable of participation)
- Structure, composition and functioning of corresponding Traditional Councils require retrofitting for centrality of gender balance, resource support and capacity enhancement to assume roles/responsibilities of Urban, Town, Area and Zonal Councils of DAs.
- Structure and composition of National and Regional Houses of Chiefs to accommodate suitably balanced integration of female traditional authority counterparts (e.g. National and Regional Associations of Queen Mothers)
- Documentation for codification of salient practices of the IoC including consensus-building, mass participation inducement, accountability for stewardship and transparency in resource allocation and management, and conflict resolution

Proposal on the Way Forward

- Establish a working relationship between the House and the A&A Network with a formal MoU.
- Undertake a joint and expeditious revalidation of preliminary research findings for an updated and more demonstrable evidence in selected regions of the country for sensitization particularly among the political ruling elites and stakeholders with vested interest in prevailing LG regime.
- Proposed work would be catalytic and include, among other things: (a) scan of global practices to determine what has worked elsewhere, (b) impact that indigenous leaders have had in DAs where they participated, (c) level of composition likely to lead to superior performance in local administration, (d) impact that more than 30 % membership composition by chiefs would have on structure and functions of decentralized governance arrangements, (e) aspects of chieftaincy institution that need to be improved for their effective participation, (f) articles of the constitution that need to be amended to change the composition and inclusion of chiefs, (g) capacity building actions that would make participation of chiefs effective, (h) resource needs, and who will contribute, etc.

Proposal on the Way Forward contd.

- Embark on series of activities to sensitize broader section of the political elites, stakeholders of prevailing LG arrangement and population beyond the expressed interest of key constituents. This would include preparing a position paper on BRP, and releasing public statement / communique on the need for the constitutional amendments and LG reforms
- Engage in joint resource mobilization efforts (joint preparation and submission of proposals to potential national, regional and international sources)
- Prepare capacity enhancement programs in readiness for operationalization of BRP.
- Implementation support and supervision arrangements; results monitoring, tracking, evaluation, and development impact assessments; and disseminating important findings and possible policy reforms for the benefit of other African states and as Ghana's contribution to evolution of Africa-centered democratic principles and values.

About the A&A Network

- The Network is an entity of development professionals and finance experts focused on harnessing blended knowledge and information for sustainable development in Africa (www.undp.org). The Network originated with the inaugural Global Knowledge for Development (GKD '97) Forum in Toronto, Canada in 1997 leading to the formation of the Global Knowledge Partnership (www.globalknowledgepartnership.org), and later, the Global Knowledge Partnership Foundation (www.gkpfoundation.org), among other initiatives of the development community which have helped developing countries prepare for the information society.
- Since then, the Network has grown in leaps and bounds through professional engagements at the World Bank Group (www.worldbank.org), the African Development Bank (www.afdb.org), and in many countries on 4 continents: Africa – Ghana, Senegal, Nigeria, Togo, Benin, Cote d'Ivoire, Liberia, Sierra Leone, Ethiopia, Kenya, Uganda, Tanzania, Zambia, South Africa; Europe: United Kingdom, France, Germany, Belgium, Netherlands, Italy, Macedonia, Kosovo, Serbia; Asia – Japan, China, Malaysia, Singapore, Korea; North America – Canada, United States, Mexico. (For details, see *“The role of the Diaspora in nation building: Lessons for Fragile States in Africa”*, John C. Afele, Fragile States Unit, African Development Bank, 2011; and visit www.anani-afelenetwork.org).