



# Forum of Federations

The Global Network on Federalism and Devolved Governance

# 2016

# 2017

# ANNUAL REPORT

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01 PEOPLE

# CHAIRMAN'S MESSAGE

GEORG MILBRADT, CHAIRMAN, FORUM OF FEDERATIONS



This year, I'm particularly pleased with the contributions the Forum of Federations has made to the cause of democracy building through successful development assistance programs and thematic research. The rolling out of our new signature gender project in the MENA region (Jordan, Morocco, Tunisia) represents a big step up for what the Forum can provide in terms of service and development assistance. The Government of Canada through their Global Affairs Department has contracted the Forum to carry out this important program. We are grateful for the confidence and support. I know the Forum will rise to the challenge.

The Forum also held over 50 activities/workshops/events this year in a variety of programs and topics around the globe. Utilizing the Forum's vast network of global experts, the Forum has contributed comparative knowledge resources on a variety of governance subjects to multiple different groups of practitioners and civil society around the world.

I would like to personally thank our partner governments for their steadfast commitment to the Forum. The Forum continues to lead the governance field and will soon implement a cutting edge results-based-management system which will enhance the Forum's ability to measure and communicate positive changes in governance that Forum contributed to.

**GEORG MILBRADT**  
Chairman, Forum of Federations

# PRESIDENT'S MESSAGE

RUPAK CHATTOPADHYAY, PRESIDENT & CEO, FORUM OF FEDERATIONS



This was a landmark year for the Forum. It represented the beginning of a new and exciting multi-year gender program in the MENA region. The Forum is taking our programming to the next level with this new challenge.

Concurrently, we continued our other exciting programs in Myanmar, Ethiopia and Somalia and ramped up thematic research while demand for Forum's excellent work continues to grow.

Forum worked on nearly a dozen distinct thematic programs this year from Federalism and Trade to Courts and Judicial Systems to Health Care and Federalism. The knowledge attained through this important core work is also used generously in comparative work through our development assistance programs.

Of particular note are two programs we worked on in two countries that are either federalizing (Cyprus) or in the process of devolving powers (UK). The Forum put on a conference in Oslo with the Peace Research Institute and the Friedrich Ebert Foundation that discussed the challenges of education in post-settlement Cyprus. Forum's Head of Programs presented the findings of a comparative project Forum undertook called, "Federalism and Education: Cross-National Lessons on Governance, Standards, and Accountability for the 21 st Century."

In the UK, the Forum is implementing a program on "Centralization and Decentralization in Federations- Competing Forces." The outcome of this project will be a comprehensive publication on centralization and decentralization and will discuss how the framework for decentralization in different federations can be operationalized.

As I noted earlier, we are very excited to be moving forward on our gender project in the MENA region which includes work in Jordan, Morocco and Tunisia. The Forum is setting up offices and preparing for our first series of workshops. This Forum project will be a leading voice to help eliminate the under-representation of women within the political arena, civil society and academic circles in these countries.

I would like to thank all our partner governments for their important support of the Forum's work. In particular, I'd like to acknowledge the Governments of Canada, Switzerland and Germany whose steadfast support has helped produce this year's world class thematic programs. With the generous support of the Swiss, Forum is embarking on creating and applying a cutting edge results-based management system for program work that will define how other NGO's in the governance space measure results.

Lastly, I would like to extend my warmest gratitude to our board of directors and thank in particular retiring directors, Johanne Poirier and General John de Chastelain for all their dedication and hard work through their years of service. The Forum has benefited greatly from their leadership.

**RUPAK CHATTOPADHYAY**  
President & CEO, Forum of Federations

# BOARD OF DIRECTORS

**Georg Milbradt**  
Chairman  
Former Minister President,  
Free State of Saxony, Germany



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Secretary of the Inter-State Council,  
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**Hans Altherr**  
Former President of the  
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Secretariat for Federative Affairs of the  
Presidency of the Republic of Brazil

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Secretary to the Government of Edo  
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**Roger Wilkins**  
Former Secretary of the Attorney  
General's Department, Australia

\*Retired from the Board in June 2016

\*\*Retired from the Board in January 2017

# FORUM STAFF

## HEADQUARTERS - OTTAWA

Rupak Chattopadhyay	President and CEO	Shawn Houlihan	Senior Director, Africa
Charles Cloutier	Vice President	Liam Whittington	Project & Development Officer
Sheela Embounou	Head, Gender Programs & Monitoring	Oludare Austin Ayeni	Finance Officer
Diana Chebenova	Head, Partnerships & Information	Donna Duffett	Administrative Assistant
Felix Knüpling (Germany Office)	Head, Programs	Fauziah Pruner	Finance Officer
John Light	Head, Special Projects	Chris Randall	Network Manager
Phillip Gonzalez	Program Director, Asia & Australia		

## INTERNS & SUMMER STUDENTS

Boluwatito Coker	Elizabeth Lisa Nganwa
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George Stairs	Beinye Otrofanowei



## FIELD STAFF

### BRAZIL

Constantino Cronemberger-Mendes  
Country Director

### ETHIOPIA

Maeregu Habtemariam Kazentet  
Director, East Africa Region

Endale Girma  
Facilitator

### INDIA

Ravi Dhingra  
Country Director

Vikas Kumar  
Program Manager

### MOROCCO

Hayat Lahbaili  
Country Director

### MYANMAR

Htet Min Lwin  
Country Director

Khaing Kyaw Moe  
Senior Trainer

Chit Oo Ko Ko  
Communications Officer

Myat Myat Thu  
Finance Officer

Thoon Thadar New  
Program Associate

### NEPAL

Sagar Manandhar  
Program Manager

### PAKISTAN

Emmanuel Khurshid Alam  
Program Manager

### TUNISIA

Leila Haououi-Khouni  
Regional Director, MENA

## SENIOR ADVISORS

Fatima Guerreiro  
André Juneau  
Francis Kok-Wah Loh  
André Lecours  
David Parks  
Roberta Ryan  
Rekha Saxena





## WHAT WE DO

The Forum of Federations provides hands-on experience and high level expertise to address governance challenges in existing and emerging federations, devolved and decentralized countries, and nations undertaking governmental and administrative reform. Our unparalleled global network provides a practical, problem solving approach to achieving results.

The Forum is focused on the impact that multi-level government can make to democracy building and democratic consolidation. It aims to:

- Strengthen the capacity to design and implement federal and devolved governance arrangements by multi-level governance in federal, devolved, and decentralized countries.
- Make a broad comparative, relevant body of knowledge on federal and devolved forms of governance accessible.
- Strengthen understanding and awareness of federal and devolved forms of governance among practitioners, stakeholders, and the public.
- Build networks and partnerships to foster exchanges of experiences and expertise in federal and devolved forms of governance.

### The Forum Advantage: Hands-on Experience and High-level International Expertise

The Forum utilizes a practical, experience-based, problem-solving approach to governance development challenges. Since its founding it has supported governments and citizens around the world through the provision of training, expertise, and impartial practical education.

“The Forum’s **direct relationship with governments** on six continents and **comparative international methodology** makes us **uniquely placed to promote intergovernmental learning** by working in tandem with our partner governments.

## 02 WHAT WE DO



# THE FORUM IN ACTION

The Forum's unique global network of experts can be swiftly mobilized to provide expert counsel and support to countries tackling acute governance problems. The Forum has been active in more than twenty countries since its establishment in 1999.

## THROUGH ITS WORK IN 2016-17, THE FORUM HAS:

Enhanced public service delivery by providing civil servants with the tools and knowledge to implement effective federal and decentralized multi-level government.

Empowered women to participate in governance processes through training and networking activities.

Provided training in a range of topics, including natural resource management; tax and reform and equalisation; immigrant integration; gender equality in governance systems; and intergovernmental relations, to a variety of stakeholders to support the development of improved federal and devolved governance systems.

Developed and produced a range of publications and multimedia content on principles, practices, and experiences of federal and devolved governance.



## 03 PROJECTS

# THEMATIC PROGRAMS 2016-2017

The Forum's Thematic Programs aim to:

- Increase comparative knowledge on federal and devolved governance.
- Enhance understanding and awareness of practitioners and experts of federal and devolved forms of governance.

Thematic Programs are developed in response to the priority concerns of the Forum's partner countries and are typically closely tied to issues of immediate interest in the host country. Where appropriate, non-partner countries are also included or featured.

In fiscal year 2016-2017, the Forum continued to work on a number of thematic programs initiated in previous years. The Forum held knowledge exchange activities and worked on the preparation and release of publications as major program outputs.

This year the Forum worked on eleven distinct thematic programs:

- 1 Territorial Cleavages
- 2 Federalism and Education
- 3 Centralization and Decentralization in Federations
- 4 Fiscal Federalism
- 5 Intergovernmental Relations
- 6 Local Governments and Metropolitan Regions
- 7 Water Management in Federations
- 8 Federalism and Trade
- 9 Courts and Judicial Systems in Federations
- 10 Health Care and Federalism
- 11 Public Security in Federal Systems

# KEY PROGRAMMATIC RESULTS

## TERRITORIAL CLEAVAGES IN CONSTITUTIONAL TRANSITIONS

*Generated research into constitutional transition in territorially divided states*

This project addresses the issues arising from territorially concentrated, politically salient, collective demands for constitutional accommodation in contexts of constitutional transition. It examines the experiences of a significant number of countries that have been confronted with pressures for territorial autonomy as part of attempted or successful constitutional transitions. "Constitutional transitions" in this project concerns two distinctive but related types of processes:

- Constitutional transitions from authoritarian to democratic rule, often post-conflict, but also in environments of on-going or potential conflict; and
- Constitutional transitions (actual or potential) within functioning electoral democracies in response to claims for territorial autonomy (and where political violence also possibly is, or has been, a central issue).

This program is jointly implemented by the Forum, New York University, and the Manuel Giménez Abad Foundation of Zaragoza, Spain, with the support of International IDEA and the Mediation Support Unit of the United Nation's Department of Political Affairs. It covers fifteen case studies of federal, devolved, and unitary countries - Bolivia, Bosnia-Herzegovina, Cyprus, Ethiopia, India, Indonesia, Iraq, Kenya, Nepal, Nigeria, the Philippines, South Africa, Spain, Sri Lanka and Ukraine - and also includes three thematic papers.

In fiscal year 2016-17, the authors continued to develop their case studies. It is anticipated that the edited volume will be completed and published in late 2017. In addition to the edited volume, the Forum and International IDEA are jointly commissioning a policy manual on best practices.

## EDUCATION AND FEDERALISM

*Increased understanding of education systems in established federal countries*

**"Federalism and Education: Governance, Standards, and Innovation for the 21st Century"**

The Forum, in collaboration with the Manuel Giménez Abad Foundation of Zaragoza, Spain, is implementing a program on "Federalism and Education: Governance, Standards, and Innovation for the 21st Century." The objectives of the program are to examine: how countries with federal systems of government differ in how they design, govern, finance, and assure quality in their educational systems; how competencies in the area of education are divided between orders of government; and which mechanisms of intergovernmental cooperation have developed in this policy field. The project features case studies from ten countries: Australia, Austria, Belgium, Canada, Germany, Italy, Spain, Switzerland, the United Kingdom and the United States. The lead expert for the program is Professor Kenneth Wong of Brown University, Rhode Island, United States.

This program has produced three distinct outputs: an international authors' conference; a comparative publication; and a manual of best practices and key lessons.

A 2-day authors' conference, hosted by the Manuel Giménez Abad Foundation, was held in Zaragoza, Spain on 4-5 April 2016. The research papers, addressing a common set of themes on governance and policy, formed the basis for the presentations and discourse at the conference. The Forum was represented at this event by the Honourable Bob Rae - Fellow and former Chairman of the Forum of Federations and former Premier of Ontario, Canada - who gave the keynote address, and by Ms. Diana Chebenova - Head, Partnerships and Information.

In the months following the conference, the authors revised their papers drawing on feedback provided by Professor Wong. The edited volume will be published by Information Age Publishing in late 2017.



An additional event organized by Fundación Alternativas - a private foundation based in Madrid - and supported by the Forum, the Manuel Giménez Abad Foundation, and the Canadian Embassy in Madrid, was held in Madrid on 6 April 2016. The education systems of Canada, Australia and Belgium, in addition to Spain, were featured at this event.

#### **“Education in Federal Systems: Lessons for Cyprus”**

The Forum participated in a conference organized by the Peace Research Institute Oslo and the Friedrich Ebert Foundation, which aimed to explore the prospects and challenges of education in a post-settlement Cyprus. The event, titled “Education in Federal Systems: Lessons for Cyprus”, was held in Nicosia, Cyprus on 15 September 2016. Forum Head of Programs Felix Knüpling presented the findings of the Forum’s comparative project on “Federalism and Education: Cross-National Lessons on Governance, Standards, and Accountability for the 21st Century”. Participants at the conference discussed ways in which federal education policies may take shape in Cyprus under a structure which includes both federal and decentralized elements. The approaches were informed by a comparative discussion of different international systems, such as those developed in Canada, Spain, and Ireland. The discussion also addressed general topics and concerns relating to federal education policy, as well as specific issues prominent in post-conflict settings. Participants identified and evaluated the advantages and shortcomings of different systems, providing a basis for the development of sound proposals that could be applied in Cyprus.

### **CENTRALIZATION AND DECENTRALIZATION IN FEDERATIONS**

*Increased understanding of centralization and decentralization tendencies in federal countries*

#### **“Centralization and Decentralization in Federations – Competing Forces”**

The Forum, in collaboration with the University of Kent (UK) and the support of the Leverhulme Trust, is implementing a program on “Centralization and

Decentralization in Federations – Competing Forces”. The program investigates and maps the state of decentralization within each federation covered in the study sample, examining the successes of and challenges faced by federal governments in the implementation of devolution in various policy sectors and across jurisdictions. It examines issues such as the distribution of power between the federal and the constituent orders of government of a federation at any given point in time - where power is understood as the ability of a constituent unit to take binding decisions on public policy unconstrained by the general government or other constituent units. The federations covered in this program are Australia, Canada, Germany, India, Switzerland, and the United States.

The outcome of this project will be a comprehensive publication which maps the competing forces of centralization and decentralization in the nations analysed, and discusses how the framework for decentralization particular to each federation can be operationalized.

In fiscal year 2016-17, a number of regional and country workshops were undertaken in collaboration with various governmental and institutional partners. In cooperation with the University of Ottawa, a workshop entitled “Why Centralization and Decentralization in Federations? A Comparative Analysis” was held in Ottawa, Canada on 6 June 2016. This workshop analysed the cases of Canada and the United States. Working in collaboration with the Conference of Cantonal Governments and the University of Bern, the Forum also organized a roundtable on “Why Centralization and Decentralization in Federations? The Swiss Case Study” in Bern, Switzerland, on 22 September 2016. The German roundtable, implemented in cooperation with the University of Cologne, was held in Cologne, Germany, on 14 October 2016.

#### **“Ethiopian Federalism and Minority Rights in the States”**

*Lessons identified in federations on ensuring the rights of intra minorities in regional states*

The Center for Federal Studies at the Addis Ababa University and the Friedrich Ebert Foundation, jointly organized a seminar on “Ethiopian Federalism and Minority Rights in the States” on 27 May 2016, in Addis Ababa, Ethiopia. The seminar assessed the rights of minorities within the Ethiopian federation. The Forum facilitated the participation of Mr. Romy Chacko, Advocate of the Supreme Court of India, at the event. The seminar aimed to assess the existing institutional and policy options to protect rights of intra minorities within the federal and state constitutions, and draw lessons from other relevant federations as to how best to ensure the rights of minorities within Ethiopia’s regional states which are largely organized around the major ethnic groups, or nations/nationalities – i.e., the classic federalism challenge of minorities within minorities. In addition to a case study of India, the experiences of Switzerland and Nigeria were also presented.

#### **“Zeroing In on the Best Practices of Federalism – Forum on Federalism and Constitutional Reform”**

*Increased understanding of federalism among Philippine stakeholders*

On July 15 2016, the Forum’s Director of Programs for Asia and Australia, Phillip Gonzalez, presented at the Forum on Federalism and Constitutional Reform, held in Manila, the Philippines. The event, titled “Zeroing-In on the Best Practices of Federalism”, was hosted by PDP Laban Institute and supported by the Konrad Adenauer Foundation. During the opening address, Senator Aquilino Pimentel III, Senate President, spoke of the possibility of a federal system of government which could bring decision making closer to the people and serve as a means to promote more inclusive governance. He commented that consideration of the implementation of a federal system of government was a significant moment for the Philippines, its people and its political leaders. Mr. Gonzalez presented on the best practices of federalism in Australia and Canada. He began by outlining general principles of federal systems and the governance options that multi-level systems provide. He then detailed unique elements of

the Australian and Canadian federations, their constitutional arrangements, fiscal federal powers, intergovernmental relations, and federal approaches to accommodating diversity. The event was attended by more than 250 officials.

#### **“From Decentralization to Federalism: The Next Stage of Philippine Democracy”**

*Increased understanding of federalism among Philippine stakeholders*

On 22–23 September 2016, the Forum in collaboration with the Local Government Development Foundation and other partners held the 13th International Conference on Federalism in the Philippines. The theme of the conference was “From Decentralization to Federalism: The Next Stage of Philippine Democracy”. As Philippines consider a constitutional shift towards a federal system of government the conference provided an important source of information to legislators and other senior stakeholders across the country. The conference covered the following main themes relevant to a transition to federalism: The Imperatives of Political Reform; Building a Federal Democracy – Fundamental Components; and Building a Federal State – Technical Considerations in Federal Design. The Forum President and CEO, Rupak Chattopadhyay, gave the key note speech on Why Federalism?; a presentation providing comparative insight into federal constitutions adopted by other nations and their rationale for doing so. The Forum was strongly represented by Forum Chairman Professor Georg Milbradt (former Minister-President of Saxony, Germany), Forum Fellow Senator Mian Raza Rabbani (Chairman of the Senate, Pakistan) and R. Rajagopal (Advisor and Additional Secretary, Inter State Council Secretariat, India). Each provided their unique and vast experience on the issues such as Constitutional Reform and Federalization; Federalism and Diverse Societies – Managing Federal Transition; Framework and Mechanisms: Public Administration and Intergovernmental Relations; and Financing a Federation: Approaches to Fiscal Relations. The conference was presided over by Senator Aquilino ‘Koko’ Pimentel III

(Senate President, Philippines) who provided leadership to the issues and challenges being debated in Philippines. Representatives from the Australian and Canadian governments were also in attendance to provide their input on their own federal systems. The main output of the conference was a list of recommendations and observations for dissemination to the wider debate of the Philippines federal transition.

### “Global Autonomy and Governance Forum”

*Increased understanding among stakeholders on options for autonomous arrangements for minority groups*

In recent years there has been increasing global interest in the potential of autonomy as a political solution to violent internal conflicts. Demands of minority groups for independence within the state are often resisted by state governments who view them as a threat to their sovereignty and territorial integrity. As a conflict resolution mechanism, autonomous arrangements for minority groups are central to negotiations, policy, and implementation of peace-building efforts, balancing demands for self-determination on one hand and the state's inherent sovereignty on the other. The Forum's Director of Programs for Asia and Australia, Phillip Gonzalez, presented on this topic at the “Global Autonomy and Governance Forum”, held in Makati, Philippines on 19-20 October 2016. Mr. Gonzalez addressed Australia's experience in “Autonomy and Federalism: Addressing Societal Divides”. His presentation focused on Australia's policy towards addressing indigenous disadvantage, known as the ‘Closing the Gap’ policy. He outlined the objectives and implementation of this policy across the Australian federation as well as the fiscal mechanisms utilized to execute it, concluding by offering some observations on its policy successes and challenges. The Forum was hosted by the Institute for Autonomy and Governance, Australian Aid, and the Konrad Adenauer Foundation.

### “Devolution in Sri Lanka's Federal System”

*Dialogue facilitated on devolution in Sri Lanka*

In cooperation with the International Centre for Ethnic Studies based in Colombo, the Forum implemented a roundtable discussion on devolution in Sri Lanka's federal system. The event, which was held in Colombo, Sri Lanka on 23 November 2016, was organized at the request of German Embassy in Sri Lanka.

## FISCAL FEDERALISM

*Shared lessons learned in various federations to enhance understanding of fiscal federalism*

In fiscal year 2016-17 the Forum implemented two activities under the theme of fiscal federalism:

### “The Current State and Future of Cooperative Federalism in Germany”

On January 19-20 2017, the Forum gathered together an eminent group of German and international experts to analyse the current state of Germany's federal system and provide perspectives on future developments and challenges. The conference, entitled “The Current State and Future of Cooperative Federalism in Germany” and hosted by the German Bundesrat, was jointly organized by Felix Knüpling of the Forum, Professor Sabine Kropp of Free University of Berlin, and Professor Arthur Benz of Technical University of Darmstadt. Support was provided by the Bertelsmann Foundation. The Forum's Chairman Professor Georg Milbradt attended the event.

In the last decade, Germany has witnessed three major constitutional reforms which have impacted the country's federal structure. In 2006 the division of competencies between the federal level and the Länder was reformed, following the work and recommendations of a joint “Federal-Länder Commission”. Three years later, Germany introduced a debt break to cope with the country's growing public debt. In December 2016 Germany's fiscal equalization reform was approved by the German government after an agreement was reached between the Federal Government and the sixteen Länder Premiers. Under this agreement, from

2020 Germany's federal government will transfer an extra €9.7 billion Euros (\$10.3 billion CAD) to the Länder to address the long-held grievance that the federal government has burdened the Länder with new responsibilities - such as for child care - without adequately reimbursing them for the provision of related services. In exchange for this extra money, the federal government will receive increased intervention rights, including the ability to more closely scrutinise spending in the Länder, a power which federal auditors have persistently called for.

In addition, the federal government will invest billions to help upgrade derelict schools, gain the prerogative to coordinate tax collection, and invest in public online services for residents to ensure internet service quality across the country, including in remote areas. Furthermore, a federal corporation will be formed to operate and upgrade Germany's highway system.

Most significantly, the new system has abolished horizontal equalization between the Länder. Germany has now moved towards exclusively vertical equalization.

Against this backdrop, experts at the conference discussed how the three major reforms described above have and will affect Germany's federal system, and whether it is suitably adapted to cope with upcoming international and domestic political challenges. Discussion and presentations centered on questions related to the adaptability of Germany's federal structure, fiscal federalism, division of competencies, the role of local government, and managing diversity.

### “Fiscal Federalism in Brazil”

A workshop on “Fiscal Federalism in Brazil” was held on 30 September 2016 in Brasilia, Brazil at the National School of Public Finance Administration (ESAF), Ministry of Finance. The event was inaugurated by Mr. Manuel Augusto Silva, Director General of ESAF, and presentations on the ESAF's National Program of Finance Education were delivered by Mr. Ricardo Gomes, Adjunct Director General, and Ms. Fabiana Baptistucci, Coordinator of Programs. Following presentations made by Ms. Diana Chebenova on the Forum and its work

in Brazil on fiscal federalism, and by Mr. Hans Altherr on fiscal federalism in Switzerland, the attendees attempted to draw lessons for Brazil. The participants agreed on the utility of sharing international best practices on how to deal with fiscal consolidation, tax wars, and reform of tax systems.

## INTERGOVERNMENTAL RELATIONS

*Shared experiences and lessons among legislators and other stakeholders on intergovernmental relations and institutions*

A number of activities were held under the theme of intergovernmental relations:

### “Federalism and Regionalism in Germany and Russia”

The Forum, in collaboration with the German Consulate in St. Petersburg and the Higher School of Economics St. Petersburg, organized a workshop on federalism and regionalism in Germany and Russia. Experts from Russia and Germany discussed historical as well as political aspects of federalism in both countries. The workshop formed part of the “German Week” in St. Petersburg and was attended by senior academics and civil servants from St. Petersburg and Leningrad Oblast. It took place on 19 April 2016 in St. Petersburg, Russia. Presentations, among others, were delivered by Felix Knüpling from the Forum.

### “Ethiopian Delegation to Study Intergovernmental Relations in Germany, Switzerland, Australia and India”

In May 2016 the Forum hosted a high-level Ethiopian delegation in their visit to study intergovernmental relations in Germany and Switzerland. The delegation was drawn from two key federal institutions of Ethiopia: the House of Federation and the Ministry of Federal and Pastoralist Development Affairs, both of which have significant responsibility for the country's intergovernmental (IGR) system. The objective of the study tour was to closely examine and draw lessons from the systems of IGR developed by the German and Swiss federations.

Specifically, the delegates improved their understanding of issues such as accountability in IGR, the place and role of judicial organs, and the mechanisms through which overall systems of IGR are coordinated. The group held meetings in Germany from 10-12 May 2016, including with the Forum Chairman Professor Georg Milbradt and in Switzerland from 16-18 May 2016, including with the former Forum Board member for Switzerland Mr. Thomas Pfisterer.

In June 2016, the Forum hosted an Ethiopian delegation drawn from the House of Federation in Melbourne, Australia in their visit to study intergovernmental relations in Australia. The objective of the study tour was to closely examine and draw lessons from the Australian fiscal federalism model. Specifically, tour participants improved their understanding of issues such as Australia's fiscal management, regional equalization and institutions in order to draw parallels and perhaps adopt these forms to the Ethiopian context.

The Forum, in collaboration with the United Nations Development Programme and the Indian Institute of Public Administration, hosted an Ethiopian delegation drawn from the House of Federation in their visit to study intergovernmental relations in India. The delegates improved their understanding of issues such as India's intergovernmental working relationships and institutions. The study visit took place from 11 to 17 December 2016 in Delhi, India.

#### **“Argentine Delegation to Study Intergovernmental Relations in Canada”**

The Forum facilitated a study visit of Argentine politicians in cooperation with the Fundación Red de Acción Política, a non-partisan organization established to promote the improvement of political leadership and governance structures, and the strengthening of democratic institutions in Argentina. The group was composed of federal and provincial members of parliament. The visit constituted a whirlwind tour of various government departments, briefings by academic experts and NGOs, as well as meetings with Canadian parliamentarians. The overarching

objective was to gain greater insight into the Canadian federal system and governance experience, with specific focus on topics such as the management of natural resources, and improving government accountability, openness, and transparency. The delegation visited Ottawa and Montreal, where it was exposed to federal and provincial views on Canadian federalism, respectively. The study visit took place from 1-9 October 2016.

#### **“Yemeni Delegation Visits Germany”**

*Views exchanged on options for peace and reconciliation in Yemen*

In November 2016, a Yemeni delegation headed by former Prime Minister and Vice-President of Yemen, H.E. Khaled Bahah, visited Germany with the purpose of meeting with representatives of various governmental and non-governmental organizations to discuss current developments in Yemen and what could be done to promote peace and reconciliation in the country. A specific focus was placed on studying German federal structures to explore which lessons could be drawn for Yemen. In 2013-14, before the outbreak of the civil war in the country, the Forum of Federations supported Yemen's transition towards a federal state through implementation of a capacity building program for politicians and political party leaders, supported by the Government of Canada. During their visit to Germany the Forum's Berlin office organized meetings for the Yemeni delegation at the Bundesrat, Germany's second chamber, the Federal Ministry of the Interior, and the Permanent Representation of the Free State of Bavaria to the Federation. The study tour also included an exchange with the Forum's Chairman and former Minister-President of Saxony, Professor Georg Milbradt. The visit took place from 1 - 5 November in Berlin.

## **LOCAL GOVERNMENTS AND METROPOLITAN REGIONS**

*Increased understanding by different stakeholders of challenges in managing large cities in a federal context*

#### **“International Seminar on Urban Policy”**

The “International Seminar on Urban Policy”, held on 27 September 2016 at the Institute for Applied Economic Research in Brasilia, Brazil, focused on the development of the City Statute and the New Urban Agenda. This seminar was implemented in the context of the upcoming United Nations Conference on Housing and Sustainable Urban Development (UN Urban Habitat III), convened in October 2016 in Quito, Ecuador. In the opening lecture President and CEO of the Forum, Rupak Chattopadhyay, highlighted the expansion of metropolitan areas in the world with rapid population growth, and remarked that countries such as Brazil have a different approach to the challenges of "urban agenda" due to the constitutional recognition of local government. He cited Germany, Switzerland, and Australia as examples of countries in which the constituent entities and central government use a more integrated approach to improve quality of life for their citizens.

The Under-Secretariat of Federal Affairs of the Brazilian Presidency was represented by Deputy Head of Federal Affairs, Leonardo Americo, who reiterated the need for an efficient, innovative, articulate, and above all more austere management model for urban development. The Executive Secretary of the National Front of Mayors, Gilberto Perre, stressed the importance of the availability of studies and analyses on the financing of cities which enable mayors to better understand their cities and assist them in developing management solutions.

In addition to discussions about the City Statute and future challenges of the New Urban Agenda, the seminar also included the launch of the 8th edition of English translation of the book “Brazilian Federalism: Questions for Discussion”.

## **“Centenary Celebration of Sub-National Government in Mexico”**

*Increased understanding of constitutional allocation of sub-national powers in Mexico*

On January 25, 2017, the Forum received a special invitation from Mexico's Interior Ministry (Secretaría de Gobernación) to join the celebration of Article 115 in the 1917 Constitution. Article 115 outlines the structure and form of sub-national governments in Mexico, stating that “the States shall adopt the popular, representative, republican form of government, with the free Municipality as the basis of their territorial division and political and administrative organization”.

In celebration of the Constitutional entrenchment of the allocation of sub-national powers, the Interior Ministry brought together elected officials, practitioners, and historians to examine the historical importance of this political decision, as well as its impact on current intergovernmental relations in Mexico. Senators, Mayors, and Deputies from national and state legislatures spoke of the pressing need for an enhanced intergovernmental cooperation between Mexico's three orders of government, in order to strengthen the tools and practices of municipalities to better meet the needs of local populations. There was also a call for increased cooperation between political parties to legislate the political, legal, and fiscal reforms that will support local governments to fully realize the powers extended to them by Article 115.

## **RESOURCE MANAGEMENT: WATER MANAGEMENT IN FEDERATIONS**

*Improved understanding of factors and institutions influencing cooperation, conflict resolution, and capacity to adapt to extreme climate events in federal rivers*

#### **“Drought Crises in Federations: Principles, Indicators and Lessons from Climate Adaptation in Shared Rivers”**

The Forum supported an international symposium on “Drought Crises in Federations: Principles, Indicators and Lessons from Climate Adaptation in



Shared Rivers”, held on 7-8 June 2016 in Denver, Colorado, United States. The conference, convened by McMaster University, Complutense University (Madrid, Spain), and the University of Colorado Boulder, aimed to advance understanding of the factors and institutions influencing cooperation, conflict resolution, and capacity to adapt to extreme climate events in federal rivers. The event brought together twenty-eight leading researchers and students, international policy and development practitioners, and water managers working on nine rivers across North America and in other countries around the world.

scholarly and professional network for future work and research in this field. The conference took place from 14 - 15 October 2016 in Waterloo, Canada.

#### COURTS AND JUDICIAL SYSTEMS IN FEDERATIONS

*Knowledge disseminated on courts and judicial systems in federations*

In fiscal year 2016-17 the Forum concluded its “Courts and Judicial Systems in Federations” program. The major output of the project - a volume of the same name - was published by University of Toronto Press in the spring of 2017. This comparative publication explores the role of judicial power in relation to federalism and analyses the role and functions of judicial systems as transformative institutions and arbiters within federations. It compares the constitutional framework of courts and the legal tradition in which they operate, the institutional role of courts in comparison to that of the executive and legislative process, and the role of the courts in adjudicating disputes regarding federalism. The publication features the experiences of thirteen federal systems: Australia, Belgium, Brazil, Canada, Ethiopia, Germany, India, Mexico, Nigeria, South Africa, Spain, Switzerland, and the United States.

This program was supported by the Government of Quebec.

#### HEALTH CARE AND FEDERALISM

*Deepened knowledge on health care and federalism and developed lessons for emerging federations*

In fiscal year 2016-17 the Forum continued working on the release of the publication which constitutes the primary output of this program. The comparative volume will examine the division of responsibilities, funding mechanisms, and means of cooperation used between different levels of government to ensure equity, access, quality, and efficiency of health care in federal systems. The volume includes analyses of the following countries: Brazil, Canada, Germany, Mexico, Nigeria, Pakistan, South Africa, and Switzerland. The lead experts for this program are: Gregory Marchildon, Professor, Institute of Health Policy, Management and Evaluation, University of Toronto; and Thomas Bossert, Director of the International Health Systems Program at the Harvard School of Public Health.

#### PUBLIC SECURITY IN FEDERAL SYSTEMS

*Identified lessons and best practices with respect to division of responsibilities and effective intergovernmental cooperation in the area of public security in federal and multilevel systems*

In fiscal year 2016-17, the Forum and the Manuel Giménez Abad Foundation continued to work on their joint program on “Public Security in Federal Systems”, which covers Brazil, Canada, Germany, India, Mexico, South Africa, Switzerland, and the United States. The project examines the centralizing-decentralizing dialectic in the realm of public safety in federal systems, with counter-terrorism and emergency management serving as critical policy case studies. The comparative volume resulting from the program will be published by the University of Toronto Press in early 2018.

#### FEDERALISM AND TRADE

*Increased understanding among scholars and practitioners of the participation of subnational governments in international trade*

**“The Multilevel Politics of Trade in North America, Europe, and Beyond: Configurations, Patterns, Dynamics”**

The Forum collaborated in the organization of a conference implemented by Wilfrid Laurier University Balsillie School of International Affairs entitled “The Multilevel Politics of Trade in North America, Europe, and Beyond: Configurations, Patterns, Dynamics”. This event addressed how lower levels of government in federations participate in the politics of international trade, and how this participation has changed over the past twenty-five years. It further facilitated the creation of a



# HIGHLIGHTS

## Forum of Federations holds its ANNUAL BOARD MEETING IN MYANMAR

On 3 March, 2017 the Forum of Federations held its annual Board of Directors meeting in Yangon, Myanmar. Representatives of the majority of the Forum's member countries, including Australia, Brazil, Canada, Germany, Nigeria and Switzerland, met to review the work and achievements of the organisation during the current fiscal year, and approve the program of work and budget for fiscal year 2017-18. The Forum has implemented various development assistance activities in Myanmar over recent years to support the transition to democracy and a devolved model of governance. The convening of the Board Meeting in Yangon enabled members to witness first-hand the impact of the Forum's work in the country as well as lend their considerable expertise to support Myanmar's transition process.

While in Myanmar, select members of the Board and Forum staff traveled to the capital Nay Pyi Taw to meet with major stakeholders in the parliament, the ruling party, and the government. Chairman of the Board Professor Georg Milbradt, select members of the Board, and Forum staff first paid a courtesy call to the Speaker of the House of Nationalities (Upper House), U Mahn Win Khine Than on 28 February, 2017. During this meeting, the Chairman of the Board shared his thoughts on federalism and discussed openly the challenges a federalizing country may face on its journey towards democracy and good governance, drawing on his experiences as a minister-president of a state in Germany. He also emphasized the importance of fiscal federalism to achieving goals shared by the federal government and state governments, and between multiple state governments. The Speaker of the Union Parliament also discussed the challenges and opportunities confronting Myanmar during its democratic transition, and welcomed further discussions and provision of advice on federalism from the international community.

The Forum delegates also met with the Deputy Speaker of the House of Representatives (Lower House), U T Khun Myat to discuss how the Forum could best aid the current federal transition process, and matters relating to the support provided to national and subnational parliaments.

On 1 March, the delegation met with Thura U Shwe Mann of the Legal Affairs and Special Cases Assessment Commission, the parliamentary body which creates important legislative initiatives and provides advice to the Union Assembly. U Shwe Man and the Forum's board members discussed the role of the Commission in helping to make better laws with a focus on decentralization and devolution.

Over a dinner meeting on 1 March, the Forum delegates discussed both the general political situation in Myanmar and the federal reform process undertaken by the NLD government with U Win Htein, Central Executive Committee member of the NLD. The dinner meeting provided an opportunity to candidly discuss not only the situation in Myanmar, but also global affairs within the larger framework of federalism. It also enabled the Forum to more effectively align its activities in parallel with the government's efforts to create a democratic federal union.

A number of additional activities were organized around the Board meeting:

A public event on "Federalism, Peace, and Democracy – Comparative Experiences" was held on 2 March. The event, facilitated by Zeya Thu, Deputy Chief Editor of "The Voice", consisted of a panel discussion in which the panelists reflected on a number of topics, such as: the factors that hold their respective diverse countries together; how power and resources are shared; and how conflicts about the distribution of power and resources are being resolved. The panel was comprised of the following Forum Board members: Ms. Salma Siddiqui, Canada; Mr. Hans Altherr, Switzerland; Mr. Roger Wilkins, Australia; and Mr. Julius Ihonvbere, Nigeria.

In collaboration with the National Education Commission of Myanmar, the Forum held a roundtable on the nexus between the education sector and federalism on 3 March, 2017. The workshop examined how countries with federal systems of government design, govern, finance, and assure quality in their educational systems, from early childhood to secondary school graduation. Particular attention was paid to both the functional division between governmental layers of the federal system and the mechanisms of intergovernmental cooperation in education. Forum experts gave presentations on established systems in various countries: H.E. Bob Rae addressed Canada; Francis Loh Malaysia; and Sinha Shakti India. This workshop was the first in a planned series of thematic and targeted federalism trainings in Myanmar.

On the evening of 3 March the Forum hosted a reception and panel discussion on "Federalism, Peace and Good Governance". Speakers included: H.E. Aung Kyi, Head of the Peace Advisory Committee; Professor Georg Milbradt, Chairman of the Forum and former Minister-President of Saxony, Germany; and H.E. Bob Rae, Fellow and former Chairman of the Forum of Federations and former Premier of Ontario, Canada. The reception was attended by members of the Peace Commission, a range of government bodies, MPs of the national parliament and Yangon Region Parliament, the Ambassadors of India and Brazil, representatives of embassies of the Forum's partner countries, leading CSO activists, federal scholars, and partner organizations.

The Board of Directors meeting held in Myanmar and the activities and meetings undertaken around it were very fruitful, reinforcing the presence of the Forum in the country. They provided an invaluable opportunity to present the Forum's work to different political leaders. The Chairman of the Board reassured the stakeholders that the Forum would continue its work in Myanmar in a comparative and neutral manner. All senior leaders also expressed their thanks for the work of the organisation and welcomed the Forum's continued support to the country.





## ETHIOPIAN OFFICIALS AND LAWMAKERS LEARN ABOUT INTERGOVERNMENTAL RELATIONS IN GERMANY, SWITZERLAND, AUSTRALIA AND INDIA

Ethiopia adopted a federal form of government in 1994. The notion behind Ethiopia's federal system was that it would address the desire for self-rule of the various nations, nationalities and peoples situated within the country, and facilitate sustainable peace, democracy and development. Nine regional states and two city administrations, in addition to the federal government, constitute the federation.

The Ethiopian federal system features a number of unique elements which emanate from the historical relations between the diverse societies within the country, and the political context in which the constitution was promulgated and enforced. For example, sovereign power resides in the nations, nationalities and peoples of Ethiopia. Each nation, nationality and people has the right to full self-determination including the right to secession. All languages have equal constitutional recognition, and hence each nationality has the right to speak, develop, and write in its own language and to promote its culture and history. State administration is organised according to linguistic/cultural identities, geography, and the will of the people. Land and other natural resources are common property of the nations, nationalities and peoples of Ethiopia and are not subject to sale and other means of exchange.

The division of powers and the unique features of the Ethiopian federation suggest great interdependence between the constituent units. Intergovernmental relations are crucial for securing consent of the nations, nationalities and peoples of Ethiopia, which is essential to the harmonization of policies and strategies of the governments, the fostering of friendly relations among the diverse communities, and to enhancing good governance.

Despite the significant progress made over the years since the adoption of a federal governance model, Ethiopia's system has faced a number of challenges, some of which are believed to be related to weak intergovernmental relations. Over the past three years the Forum has supported the Government of Ethiopia to develop a (draft) comprehensive policy and legal framework for intergovernmental relations (IGR). The Forum's project was designed to strengthen the system of IGR as an essential "next step" needed to solidify efficient and effective federal governance - including at the local level - which promotes efficient service delivery, democratic participation and accountability, peaceful coexistence, and national unity.

In this context, in fiscal year 2016-17 the Forum helped host a number of high-level Ethiopian delegations which undertook intergovernmental relations study tours in a number of Forum partner countries: Germany, Switzerland, Australia, and India.

In May 2016 an Ethiopian delegation visited Germany and Switzerland. The delegates were drawn from two key federal institutions of Ethiopia: the House of Federation and the Ministry of Federal and Pastoralist Development Affairs, both of which have significant responsibility for the country's intergovernmental system. The aim of the study tour was to enable the delegates to closely examine and draw lessons from the systems of IGR developed by the German and Swiss federations. Specifically, the delegates improved their understanding of issues such as accountability in IGR, the place and role of judicial organs, and the mechanisms through which overall systems of intergovernmental relations are coordinated. The group held meetings in Germany from 10-12 May, and in Switzerland from 16-18 May 2016.

In June 2016, the Forum assisted an Ethiopian delegation in a visit to study intergovernmental relations in Australia. The delegates, drawn from the Ethiopian House of Federation, undertook a study tour to Australia to closely examine and draw lessons from the Australian fiscal federalism model. Four participants improved their understanding of Australia's fiscal management, regional equalization, and institutions in order to draw parallels and potentially adapt these models to the Ethiopian context.

From December 11 to 17, 2016, the Forum, in collaboration with the United Nations Development Programme (UNDP), organized a study tour for delegates from the House of Federation and the Ministry of Federal Affairs to study intergovernmental relations in India. The visit was facilitated by the Inter State Council Secretariat, Ministry of Home Affairs and the Indian Institute of Public Administration. The objective of this visit was for the delegates to learn about Indian policy and practices related to federalism and obtain relevant information concerning the theory and practice of intergovernmental relations in view of adapting them to the Ethiopian context.

### Policy Dialogue Forum

Lessons learned from the study visits have been summarised and incorporated into the new Ethiopian IGR Policy Framework. The Policy Framework was presented to a High Level Policy Dialogue Forum held in mid-February 2017. The members of the Dialogue Forum, in which senior government officials including ministers, regional presidents, federal and regional speakers, parliamentarians, and opposition political party leaders participated, have appreciated the holistic process of the policy development and added additional issues for consideration. Following the direction of the Dialogue Forum, the Policy Framework document is being further elaborated. A zero draft legal act/framework has been drafted and is expected to be approved in the coming months.

# DEVELOPMENT ASSISTANCE PROGRAMS: HIGHLIGHTS

- ▶ Completion of the program on federal governance in Ethiopia (funded by the German Federal Foreign Office – Auswärtiges Amt).
- ▶ Approval and initiation of the 7-year program “Empowering Women for Leadership Roles in the Middle East and North Africa (MENA) Region” (funded by Global Affairs Canada).
- ▶ Continuation of implementation of the 3-year program on supporting decentralization in Myanmar (funded by Global Affairs Canada).
- ▶ Initiation of a 5-year program on “Political Accommodation and Reconciliation in Somalia”, in which the Forum is partnering with the Conflict Dynamics International and the Somali Youth Development Network (funded by the Foreign Ministry of the Netherlands).
- ▶ Design and implementation of a short-term program to provide support to development planning in the Khyber Pakhtunkhwa province of Pakistan (funded by the German international development organization GIZ - Gesellschaft für Internationale Zusammenarbeit).



## ETHIOPIA

### Federal Governance in Ethiopia: Strengthening Peace, Democracy and Good Governance

*Facilitated development of national intergovernmental relations policy and legal framework, and strengthened federal governance leadership capacity*

Over recent years the development assistance work of the Forum in Ethiopia has focused on supporting the building of an efficient and responsive government in the country by enhancing institutional and stakeholder capacity in federal governance. In April 2016, the Forum’s “Federal Governance in Ethiopia: Strengthening Peace, Democracy and Good Governance” program came to a close.

The overall goal of this program was to strengthen federal governance in Ethiopia and construct sustainable peace through state-building based on good governance, democratic participation, and accountability. It aimed to achieve this by:

- enhancing the capacity of key institutions and their leaders to improve governance for peace and development, including strengthening their relations with major stakeholders such as political and civil society leaders, business people, and other government bodies (including security apparatus), communities, traditionally excluded groups, etc.
- strengthening the system of intergovernmental relations (IGR) as an essential pre-requisite for solidifying efficient and effective federal governance, including at the local level, which promotes efficient service delivery, democratic participation, accountability, peaceful coexistence, and national unity.
- strengthening constitutional interpretation and adjudication at federal and regional levels.

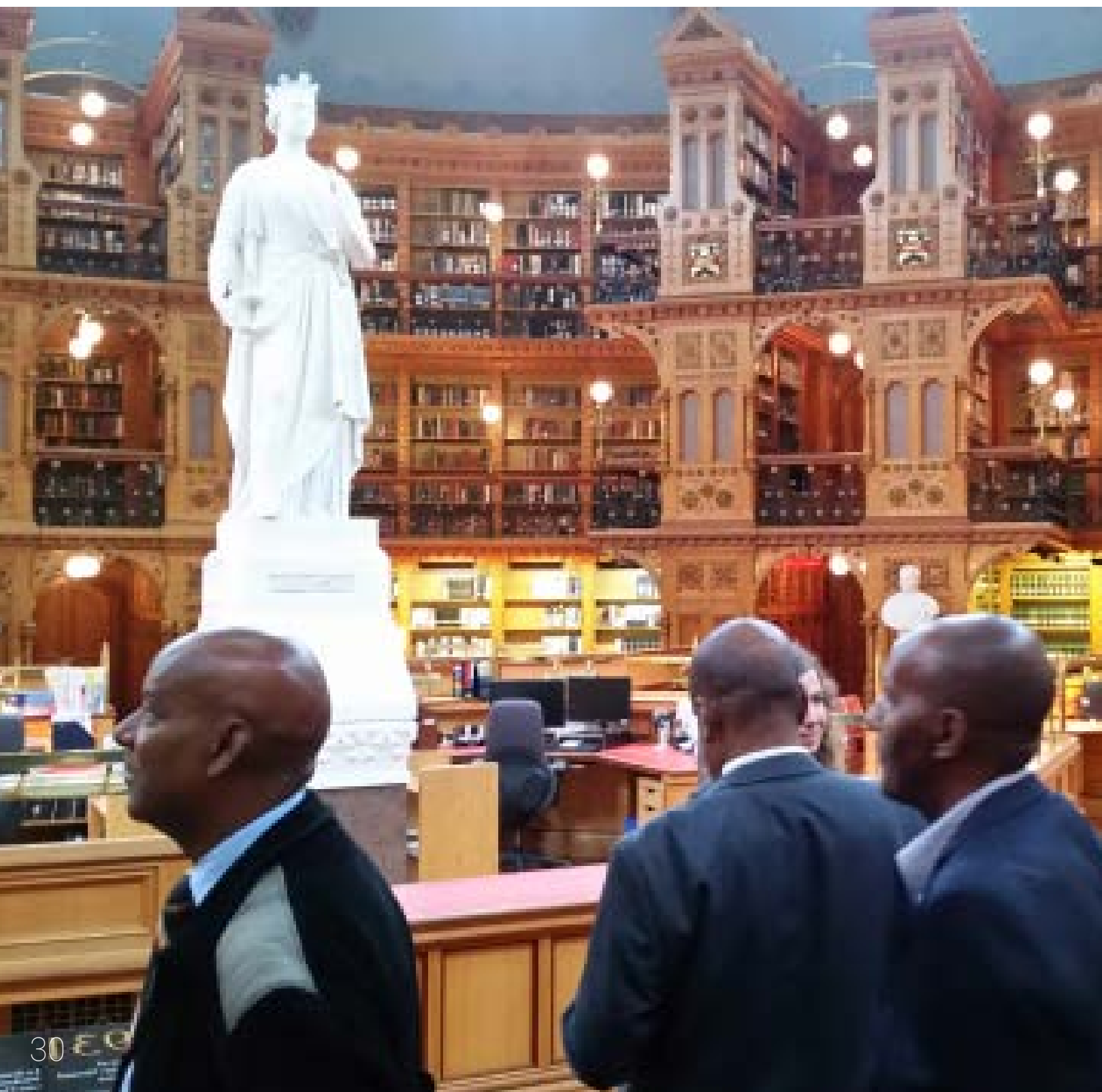
The majority of activities conducted under this program were implemented between December 2014 and March 2016. Only two activities were implemented in fiscal year 2016-17.

Firstly, in collaboration with Ethiopia’s House of Federation and Ministry of Federal and Pastoral Development Affairs, the Forum organized a one-day National Consultation Dialogue Session on the “Intergovernmental Relations (IGR) Policy and Legal Framework in Ethiopia”, held on 8 April, 2016, in Adama. Attended by forty leaders of political parties registered at the federal level, as well as representatives of civil society organizations working on governance issues, this workshop was the latest in a series of thirteen similar events conducted in Ethiopia over the past two years targeted at governance practitioners and academics. The workshop addressed basic concepts of IGR and the experiences of South Africa, India, and Germany in this field, as well as Ethiopia’s own experiences of IGR and the proposed new IGR Legal and Policy Framework. Representatives from opposition political parties, who currently do not hold even a single seat in Parliament, enjoyed the event and expressed their appreciation to both the government and the Forum for this unique opportunity. The ruling party’s (EPRDF) representative also strongly appreciated the participation of opposition leaders and civil society representatives in an event addressing this significant and pertinent national agenda.

Secondly, the Forum implemented a national discussion workshop on “Strengthening the Constitutional Interpretation System in Ethiopia”, in collaboration with the Office of the Council of Constitutional Inquiry, a division of Ethiopia’s House of Federation. The event, held on 22 and 23 April, 2016, in Addis Ababa, brought together approximately forty senior officials, including judges and other participants from the House of Federation, the Office of the Council of Constitutional Enquiry, the Supreme Court, and regional Supreme Courts.

The majority of participants at this event were from two regional states: Southern Region and Oromia Region. Both regions have recently established their own regional constitutional interpretation bodies. The Forum has worked closely with a number of regional governments in their efforts to establish their own constitution adjudication bodies, and the event served to enhance understanding of key issues and facilitate sharing of both international and national practices.

The “Federal Governance in Ethiopia: Strengthening Peace, Democracy and Good Governance” program was implemented between November 2014 and April 2016 and was funded by the German Federal Foreign Office.



## MIDDLE EAST AND NORTH AFRICA (MENA)

### Empowering Women for Leadership Roles in the MENA Region (Jordan, Morocco and Tunisia)

*Increasing the capacity of women to engage in leadership roles and governance processes, and enhancing the ability of women and men to influence policies pertaining to inclusiveness*

The political and cultural climates of countries in the MENA region have led to the marginalization and underrepresentation of women within political, civil society, and academic spheres. As a result, the region suffers social, economic, and political impairment as the empowerment of women and their participation in society is a crucial vector for development. Furthermore, a lack of female participation in influential roles inhibits the evolution of the democratic systems that are essential to fostering sustainable development.

Women have played pivotal roles in the political history and development of Jordan, Morocco, and Tunisia. However, as with other political contributions made historically by women in other countries in the MENA region, the substantial influence of Jordanian, Moroccan, and Tunisian women during the Arab Spring has not led to a commensurate increase in the number of women in political and decision-making positions. According to the 2016 Global Gender Gap Report, produced by the World Economic Forum, in the global gender index Jordan, Morocco, and Tunisia rank 134, 137, and 126 respectively. With regard to women’s political empowerment, Jordan ranks 123, Morocco 98, and Tunisia, 71.

In Jordan, while women are gaining some political traction in lower administrative and political hierarchies, they continue to wield limited political power. In local elected positions, for example, there are currently no female mayors. Furthermore, women hold only 12% of political seats in Jordan’s parliament and 11% of ministerial positions. The country remains below the regional average for Arab states in relation to female representation

in the Lower House of Representatives, in which women hold only 15% of seats, while the MENA regional average is 17.8%. The situation is slightly brighter in the Upper House, in which women hold 12% of the parliamentary seats compared to a regional average of 7.7%.

In Morocco, progress toward gender equality and non-discrimination is unwavering but slow. A 2014 study by the Ministry of Interior in Morocco states that women occupy just 16% of seats within political parties. Furthermore, the 2016 Global Gender Gap Report reveals that women occupy only 17% of parliamentary seats, 16% of ministerial positions, and 13% of legislative, senior official, and managerial positions in the country. Although there is strong civil society engagement in Morocco, less than 20% of the leaders of these organisations are women, as women’s aspirations to rise to leadership positions are typically met with “glass ceilings”.

The hard-won, long term gains in women’s empowerment in Tunisia are reflected by the country’s gender equality ranking in comparison to its regional neighbours – in the 2016 Global Gender Gap Report Tunisia ranked 5th of 18 MENA nations. This progress is due to the efforts made to improve women’s participation in public life by actively advancing non-discriminatory laws and codes, as enshrined in the progressive constitution adopted in January 2014. On a global level, however, Tunisia’s gender equality standing remains low as women occupy only 11% of ministerial portfolios; 31% of parliamentary seats; and 15% of legislative, senior official, and managerial positions.



While the challenges and obstacles to achieving gender equality in Jordan, Morocco, and Tunisia have been and continue to be myriad, numerous significant advances have been made over the years. Despite this progress, it is crucial that an upward trajectory is maintained and that the social, cultural, and religious strictures that aim to decrease or limit the present number of women executives or representatives and women who are politically active, empowered, and equipped to take up leadership roles, are eliminated. The Forum of Federations aims to contribute to this through its “Empowering Women for Leadership Roles in the Middle East and North Africa Region (Jordan, Morocco, and Tunisia)” program.

This seven-year project was initiated in September 2016 and is funded by the Government of Canada. It is designed to empower women and advance inclusiveness in governance in the MENA region, specifically in Jordan, Morocco, and Tunisia. The project aims to increase the capacity of women to engage in leadership roles and governance processes and enhance the ability of women and men to influence policies pertaining to inclusiveness.

The program adopts a strategic approach based on four underlying principles:

- Provision of leadership skills training to enhance the leadership capacities of women and develop their self-confidence to assume leadership roles;
- Facilitation of networking between the targeted female stakeholders and established women leaders to enable knowledge transfer and sharing of experiences on matters of leadership, governance, and policy;
- Development and dissemination of materials to foster increased awareness on women’s leadership and empowerment amongst women and men;
- Enhancing the capacity of local organisations and actors to train and impart knowledge in women’s leadership and empowerment to fellow citizens.

While each country has its own specificities, activities will target three primary groups of stakeholders:

1. Established Women Leaders (legislators, public servants, local government officials, and leaders in civil society, business, unions, and academia) to strengthen their leadership skills and further their understanding of democratic processes and governance systems.
2. Future Leaders, where training in leadership will be provided to middle-level administrators and union members to encourage women to apply for leadership positions within their administrations. Local populations will be targeted to encourage more women to support political parties and become politically active. Outreach and sensitization activities will be organised in schools, colleges, and universities to encourage young women and girls to become interested in leadership and to sensitize male youth to questions of inclusiveness.
3. Men and Women more broadly will be targeted by the program’s awareness-raising knowledge dissemination activities, as the development of more inclusive societies and challenging of cultural norms requires an attitudinal shift amongst both male and female stakeholders.

The period from project approval in September 2016 to March 2017 was devoted to preparation activities and the development of a comprehensive Project Implementation Plan and Work Plan for the first year of project implementation (1 April 2017 to 31 March 2018). The Forum also commissioned “baseline studies” for each country to collect the necessary qualitative and quantitative information against which progress will be measured during the life of the project.

This 7-year “Empowering Women for Leadership Roles in the MENA Region (Jordan, Morocco and Tunisia)” program, which runs from September 2016 to March 2023, is funded by Global Affairs Canada.



# MYANMAR

## Support to Decentralized Governance in Myanmar

### *Enhanced knowledge of principles of federal governance to support the transition to democracy and devolved governance in Myanmar*

Myanmar is currently in a critical phase of its political reform process. Following the transition to civilian governance in April 2016 following the national elections of November 2015, the NLD-Government - led by Daw Aung San Suu Kyi - has declared that “genuine federalism” needs to be established. It has reset the peace process, which is accompanied by an all-inclusive political dialogue. Despite this progress, however, Myanmar faces various entrenched challenges which inhibit the development of effective governance in the country. These include issues such as: the lack of consensus among major stakeholders about the design of the federal structure for the country; weak governance capacity; the low participation of women in the political process; and a lack of understanding among citizens of important political issues such as democracy, federalism, and constitutional reform.

This project builds on capacity building work undertaken by the Forum in Myanmar from 2012-2015. Its ultimate objective is to make a contribution to enhancing federal democracy, stability, and inclusiveness in Myanmar by:

- enabling political stakeholders in the country to make informed decision about the future structure of the state;
- informing political stakeholders about different models of and options for federal governance;
- increasing the engagement of citizens and civil society - including ethnic minority and women’s groups - with issues of democracy, federalism, and constitutional reform.

The project consists of the following interrelated components:

- Intensive training for key stakeholders (including members of parliament at Union and State level, government officials,

political party leaders, media and civil society representatives).

- Capacity building support for government officials at the federal, state/regional, and township levels.
- An outreach program for civil society.
- The development of training/educational material.
- The development of a core indigenous capacity for training on federalism.

In the early months of the project the Forum focused on the implementation of the civil society outreach program (Training of Trainers program and township trainings delivered by local trainers). Uncertainty with regards to the accession of the civilian government, which formally took control on 1 April 2016, led to some activities being put on hold. During this period, the Forum continuously monitored the situation on the ground, refined project programming, and established a local Forum of Federations office which has been fully functional since August 2016.

From April 2016 to March 2017, the Forum implemented the following program components:

#### **Capacity Building for Union government/Parliament:**

The Forum implemented federalism training workshops for members of the Upper and Lower Houses, for all Ethnic Affairs Ministers from 14 regions and states (sub-national units), and for senior civil servants from the Union Ethnic Affairs Ministry.

These workshops, which were facilitated by Forum international experts, provided training to central government stakeholders to improve their knowledge of topics such as: concepts of federalism; distribution of powers in federal

structures; local government; unity and diversity; fiscal arrangements in federal systems; and natural resource management.

Training was tailored to the three groups of stakeholders and was reflected in the issues participants identified as priorities in the workshops. Upper and Lower House MPs focused on decentralizing opportunities within the current constitution and the lack of trust among stakeholders involved in the peace process, as well as the issue of natural resource sharing. The priority issues identified by the Ethnic Affairs Ministers included the potential role and responsibility of newly elected ethnic affairs ministry offices, and how they could play a role in enhancing minority rights and civic participation in light of international experiences. Senior officials from the Ethnic Affairs Ministry expressed interest in what can be achieved in the face of constitutional restraints, and the challenge of communicating the concept of federalism to local communities when it has become taboo due to a lack of understanding and knowledge of its central tenets.

#### **Capacity Training for Subnational Parliaments:**

The Forum delivered federalism training workshops to members of seven subnational parliaments (State and Region) in the country, for a total of 395 parliamentarians. The trainings, facilitated by Forum experts, exposed participants to various concepts of federal governance.

The workshops enabled participants in different areas to identify and discuss the issues which they viewed as most pertinent in their localities, and utilised international and regional case studies to illustrate how these challenges have been tackled elsewhere. Discussions in the Mon State workshop centred primarily on issues of natural resource sharing and clean energy initiatives, while in the Rakhine State workshop members of Parliament (MPs) were interested in international experiences of minority participation in federal and decentralized systems. Other areas of particular focus to emerge in these regional trainings included: trade opportunities for sub-national governments (Mandalay Region); resource sharing and the protection of minority rights (Karen State); the distribution of powers and taxes and the role of ethnic parties and ethnic armed groups (Shan State); urban development, empowerment

of local government, the management of cities, and the advantages and disadvantages of federal political arrangements in a low-trust society (Yangon Region); and the strengthening of regional parliaments and realizing local development through local government (Magwe Region).

#### **Federalism Outreach Lectures/Public Events:**

The Forum implemented three outreach events on federalism, diversity, and democracy in partnership with respected higher education institutions in Myanmar.

The first lecture was delivered by Professor Sandeep Shastri - lead Forum expert for the Myanmar program - at the Department of International Relations and Political Science, University of Yangon, on 30 August 2016. This lecture outlined how federal arrangements are increasingly seen as tools for enhancing and strengthening new democracies, and the relationship between federalism and democracy.

The second lecture, delivered by Professor Shastri at the Myanmar Academy of Arts and Sciences, Yangon University, on 7 December 2016, addressed the issue of unity and diversity, and how the paradigm of diversity shifts from being seen as something that must be managed within society, to becoming in and of itself a facet of unity within that society.

At the third event, the Forum’s Myanmar Country office held a one-day workshop on the theme of diversity and federalism with the Yangon School of Political Science on 22 March, 2017. The workshop consisted of two sessions focusing on different topics: the first on “Innovative federal tools and structure in post-conflict societies and Subnational autonomy and successful diversity accommodation” delivered by Professor Shastri; and the second on “Regionalism, diversity and federal economy” led by the Forum’s Senior Advisor David Parks.

#### **Fiscal Federalism and Federal Economy Training:**

In March 2017 the Forum, in collaboration with the Euro Burma Office, implemented a federalism training workshop focused on fiscal federalism and federal economy for members of the Union Peace and Dialogue Joint Committee (UPDJC). Forum experts provided training on topics such

as principles of federalism and decentralization, key features and challenges of fiscal federalism, economy in a federal system, regionalism, diversity and federalism, natural resource management, and taxation to thirty-six members of the UPDJC. Participants discussed issues including constitutional legitimacy, how practical political arrangements can enhance and foster devolved governance, the importance of accountable governance, challenges of imbalance and asymmetry within subnational units, and economic planning in federal systems. Forum experts also facilitated discussion on specific fiscal transfers and revenue sharing models.

#### **Capacity Building for Civil Society Leaders and Senior Media Representatives:**

The Forum implemented a series of capacity building workshops for various senior civil society leaders and representatives, providing training in concepts and principles of federalism, and the role of civil society in the development of inclusive federal governance structures.

Workshops for representatives of local civil society organizations were held in Mandalay, Rakhine State, Yangon, and Magwe region, with diverse participants tackling a range of topics of federal governance. In the Rakhine State workshop, which was organized by Women's League of Burma, representatives of Rakhine women's organizations and networks discussed the importance of incorporating women's voices into and recognising women's needs in any federal governance development process. In Yangon, the workshop was tailored specifically towards young leaders in civil society. This event attracted attendees from all over Myanmar, with training content encompassing a narrative of mutual understanding among diverse communities to help foster inclusion and harmony within the country. In addition to these activities, the Forum also held a workshop for local NGO and CSO leaders, editors, writers, and public intellectuals with an interest in federalism.

Alongside these events, the Forum implemented a specialised training activity for journalists and reporters. At this workshop Forum experts Professor Shastri and Dr. Indraneel Datta provided skills training in federalism reporting, with the aim of enhancing the capacity of participants to accurately and effectively transmit information on

the core concepts of federalism to their audiences.

#### **Federalism Training for Shan State Political Dialogue:**

At the request of the Committee for the Shan National Political Dialogue (CSND), the Forum delivered a one day workshop on fiscal federalism. Professor Shastri led this event, which focused on "Fiscal Federalism, Land, and Natural Resources Management". The workshop first provided an introduction to the topic of federalism and decentralization of power, before addressing fiscal federalism and revenue sharing, and resource management in federal systems.

#### **Development of Indigenous Capacity for Training on Federalism:**

In order to foster the development of a self-sustaining indigenous capacity in federalism training in Myanmar, the Forum implemented a Training of Trainers program. A total of seventy-nine local trainers were trained (in two cohorts) by Forum experts Professor Shastri, Professor Francis Loh and Professor Priyanca Velath, in collaboration with local partner organisations the Euro Burma Office, the Bayda Institute, Mosaic Myanmar, and the Paññā Institute.

Participants completed five-day training seminars, receiving instruction in three primary areas: training and facilitation skills, knowledge building, and evaluation and coaching. A gender session was included to ensure participant-delivered training would be gender-sensitive. This session focused on the significance of gender questions in democracies, the importance of gender equality, and strategies for gender sensitivity and gender inclusiveness.

Participants undertook exercises and made presentations as part of the training course, with every participant coached by an experienced local trainer and Forum experts. Each candidate was evaluated on their performance and all participants were approved to conduct their own 1.5 day federalism trainings. Several months after the completion of the course, the Forum organised a recap session for participants in the program to refresh their knowledge and reflect on their experiences of training. At this event, Forum international experts provided feedback,

suggestions and advice on how the capacity and overall training quality of the trainers could be improved in the future.

Trained trainers, working with the Forum's local partner organisations, conducted sixty-five township federalism trainings, in which a total of 2,813 community leaders were trained in principles

of federal and decentralized governance.

This 3-year "Support to Decentralized Governance in Myanmar" program, which runs from January 2016 to December 2018, is funded by Global Affairs Canada.



# PAKISTAN

## Support to Development Planning in the Khyber Pakhtunkhwa

### *Enhanced understanding of intergovernmental coordination in relation to financial planning and budgetary matters*

Since the passing of the 18th Constitutional Amendment in Pakistan in 2010, federal democratic reforms have progressed at a slow pace. In spite of the optimistic fervour of many following the passage of this legislation, which restored power to parliament, stalled devolution and governance challenges continue to pose ongoing threats to stability, democracy, and prosperity in Pakistan.

The Local Government Act of 2013, which mandated the devolution of political, fiscal and administrative power to local councils in Pakistan, has yet to be fully realized and implemented. Establishing effective local governance has been a significant challenge across the entire country. Shifting towards a functional federal system of government has proven difficult in a polity that has little administrative experience at all levels of governance, a condition which poses a fundamental barrier to achieving meaningful democratic devolution.

A significant indication of the impact of Pakistan's governance challenges has been its inability to deliver key services to citizens at the local level. One key reason for this is the patchy capacity of provincial and local administrators to manage and implement policy, development plans, and basic services, as well as oversee reforms. This, in combination with the delayed introduction of a new local government law, is causing uncertainty in the public administration. Administrators require training and support in fulfilling their mandates to deliver essential services at the local level. In Khyber Pakhtunkhwa Province (KP), whose population has suffered the effects of flooding and militancy, citizens are particularly negatively impacted by the current transition period and broader governance challenges. The project "Support to Development planning in KP" focusses on this province as a test case for a broader objective of providing training which increases the capacity of administrators in Pakistan to deliver better services to citizens.

In KP the provincial government faces various challenges in materializing the benefits of an effective and transparent local governance system. One of

these is developing the capacities of government institutions to undertake development planning, and the essential task within a multilevel system of government of integrating multiple priorities at multiple levels within various areas of concern across jurisdictions.

Closely related to this challenge is the function of key provincial institutions, which play an oversight role in the planning process under the Local Government (LG) system. To facilitate an effective process institutions - namely the Provincial Planning and Development Department (P&DD), the Finance Department, and the Local Government, Elections and Rural Development Department (LGE&RDD) - need to define their roles and responsibilities and develop guidelines to streamline a coordinated approach towards planning, appraising, implementing and monitoring/evaluating processes under the local government system. Such a coordinated approach would enhance transparency in decision making processes and improve the potential of government agencies to deliver quality services to citizens.

The objective of this project which was implemented in collaboration with the German International Development Organization (GIZ), was to provide training on devolved budget planning and intergovernmental coordination for services at the local level to administrators and officials from KP. It aimed to promote effective inter and intra-institutional coordination across multiple departments and multiple tiers of the government. South Africa's coordinated planning approach was selected as a case study which could provide an informative comparison for the officials participating in the "Support to Development Planning Project in KP".

The project aimed to achieve the following:

- Increase in effective, inclusive and transparent coordination in development planning, budgeting, and financing between provincial and local officials in the districts of Haripur and Nowshera in Khyber Pakhtunkhwa.

- Strengthened sub-national planning capacity.
- Strengthened citizen engagement.
- Strengthened service delivery capacity.

The project began with an orientation session in Peshawar, Khyber Pakhtunkhwa, Pakistan delivered by the Forum's team lead Phillip Gonzalez and international expert Roberta Ryan. Following orientation, the Forum implemented an Exposure Visit to South Africa. Jaap de Visser, the project's South African governance expert, led the exposure tour team on the 10 day visit to the country, which was designed to enable the participants to study first-hand South Africa's coordinated planning system. The delegates, comprised of provincial and local leaders from KP, travelled to Pretoria, Johannesburg, and Cape Town to learn about the coordinated approach to development planning and hold discussions with South African officials from across the three levels of government. The tour was supported by Phillip Gonzalez and the GIZ team. The overall aim of the exposure tour was to enable participants to draw on approaches and practices they encountered in South Africa and develop measures to create a coordinated development planning system in KP.

A Reflection Workshop Report was produced following the exposure visit. The report documented the main discussion themes, proposed measures for a coordinated development planning system in KP, the different potential engagements of the key stakeholders, recommendations for the (pilot) implementation of the proposed measures in KP, and specifically, the monitoring provisions necessary to establish lessons learned through the process.

Three pilot trials aimed at improving the coordination mechanism with practical steps, clear responsibilities, and anticipated outputs/effects were developed as a result of the exposure tour. Each of the trials was designed to address a key aspect of the development planning process:

- 1. Establish a Technical Working Group or Committee/Integrated Development Planning Forum.** An inter and intra departmental coordination committee to coordinate and foster rapid processing of medium and long-term development planning goals.
- 2. Provide for an Integrated Development Planning Approach.** Establishment of an integrated approach to development planning, as opposed to the existing approach which was highly prescriptive and 'top down'. A coordinated approach could be readily implemented with a more inclusive dialogue or committee involving all key players from all levels of government.
- 3. Create a Local Government Association.** The creation of a local government association which would: institutionalize capacity building; provide recommendations on capacity building priorities/policy strategy; share best practice; strengthen the monitoring framework; strengthen planning; and support IDP planning and implementation as well as resource mobilization.

Subsequently, the project partners have been working to implement the three pilot trials across districts in Khyber Pakhtunkhwa. The progress of the implementation will be measured through a Monitoring Report. In consultation with GIZ and with the participation of government departments, an evaluation will be undertaken of the pilots and conclusions drawn from the findings, including policy recommendations to be provided to the provincial government for institutionalization of best practices from successful trials.

The "Support to Development Planning in the Khyber Pakhtunkhwa" program in Pakistan was implemented between January 2017 and May 2017 and was funded by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.



# SOMALIA

## Political Accommodation and Reconciliation in Somalia

### *Community-level reconciliation and strengthening of Somalia's nascent federal system*

In 1991 Somalia became the original textbook case of state failure as it disintegrated in the immediate aftermath of the collapse of the Soviet Union, of which the East African nation had been a client state. The human cost of the entrenched instability which has characterised the following two and a half decades has been devastating for Somalis in terms of lives lost to violence, famine, migration and emigration, as well as the virtual disappearance of all the basic elements of public administration, such as services, a civil service, security, infrastructure, etc. Very high levels of trauma and low levels of social trust are also a significant legacy of the failure of the Somali state.

The year 2012, however, marked a major juncture as the Provisional Federal Constitution (PFC) came into force. The PFC formally establishes Somalia as a federation centered on power and resource sharing among the major clan groups. However, the PFC left many critical details of the federal system (such as most of the distribution of powers and revenues, and the design of the second chamber, among others) to be negotiated and settled in a final constitution, originally planned for promulgation in 2016. In Somalia, however, establishing the basic tenets of a nation state has been slow and painstaking across the board, due largely to systemic weaknesses that are symptomatic of severe state fragility – i.e., lack of basic institutions of governance, low levels of trust, severely low levels of political and technocratic capacity, and very high levels of insecurity due to the presence of the al-Qaeda affiliated terrorist group, Al Shabaab, which retains control over significant territory. The de facto autonomous region of Somaliland remains reticent at best about a federal Somalia due to its own aspirations of full statehood.

While the journey has been very bumpy with regard to establishing the federal system since the PFC was promulgated, there has been significant progress, and generally the international community remains optimistic about the direction and pace of change. Although the new constitution and the conditions for a “one-person-one-vote” election were not achieved in 2016, an indirect election held in late-2016 saw the peaceful transfer of power to a new president and the establishment of a new parliament in early 2017. The critical step of establishing the federal member States was also largely completed.

The “Political Accommodation and Reconciliation in Somalia” program is implemented by a consortium of three organizations: the Forum of Federations; the Somali Youth Development Network (SOYDEN); and the US-based Conflict Dynamics International (CDI) - the lead organization within the consortium. This program links two high-level outcomes: 1. Local peace and reconciliation, managed largely by SOYDEN and CDI; and 2. Developing a federal system for political accommodation.

Although the project officially started in November 2016, a donor-mandated “inception period” determined that no project activities would be implemented before 31 March 2017. Over this inception period the consortium conducted extensive consultations, collected baseline data, elaborated further details in the project proposal and submitted a detailed Inception Report which was subsequently approved by the donor.

The following is a summary of the federal governance components of the project in which the Forum plays the lead role.



The highest-level outcome of this project (related directly to federalism) is that the Federal Government of Somalia and Federal Member States have increased consensus around, and have begun to implement, practical and politically accommodating distribution of powers and intergovernmental relations. In support of this goal, the project works to achieve three broad outcomes (and associated activities), as follows:

- Targeted federal and state senior decision makers, their advisors and influencers representing key interest groups including women, develop increased consensus, and have increased knowledge, to design and support the implementation of distribution of powers (DOP) and intergovernmental relations (IGR) at all levels, including their relevance to gender transformation and minority rights. Activities:
  - Provide deep trainings on distribution of powers and intergovernmental relations informed by research and consultations (including local level inputs from District Peace Committees [DPCs]).
  - Facilitate dialogue to support participants to develop options and recommendations for politically accommodating DOP and IGR and to bring those options and recommendations to relevant bodies and leaders.
- Somalia's wider political influencers, including civil society and thought leaders, gain a deeper understanding of and consensus on politically accommodating DOP and IGR at all levels, including their relevance to gender transformation and minority rights, leading to greater trust in Somalia's nascent social contract. Activities:
  - Support dialogue on proposals for and the implementation of distribution of powers and

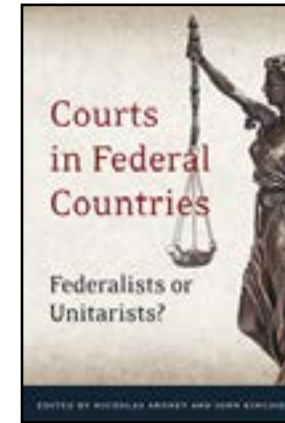
intergovernmental relations with different groups linked to the elite level processes.

- Conduct trainings and provide support to dialogue with local-level actors, including DPCs, on distribution of powers and intergovernmental relations.
- Develop materials on distribution of powers and intergovernmental relations to support civic engagement by relevant actors, including DPCs to reach out to their communities.
- Select practical administrative and/or institutional arrangements for distribution of powers and intergovernmental relations are functioning in a way that supports movement toward sustainable political accommodation, gender transformation and minority rights. Activities:
  - Provide technical advice and facilitation support for the establishment of key priority structures and systems for politically accommodating distribution of powers and intergovernmental relations.
  - Provide technical advice and facilitation support on the development of legal and administrative systems for the ongoing implementation of agreed distribution of powers and intergovernmental relations for priority issues/levels.
  - Provide facilitation to support relevant actors to assess and refine distribution of powers and intergovernmental relations arrangements to help resolve challenges and conflicts related to their implementation, and feed back into political processes.

This 5-year “Political Accommodation and Reconciliation in Somalia” program, which runs from November 2016 to October 2021, is funded by the Dutch Foreign Ministry.

# PUBLICATIONS & MULTIMEDIA

## THEMATIC BOOKS



***Courts in Federal Countries: Federalists or Unitarists,***  
Nicholas Aroney and John Kincaid (Eds.)  
(University of Toronto Press, 2017)

The contributors in this volume analyze the centralizing or decentralizing forces at play in countries following court rulings on issues such as individual rights, economic affairs, social issues, and other matters. The thirteen substantive chapters, each addressing a different country, facilitate comparability between different nations. Each chapter outlines a country's federal system, explains the constitutional and institutional status of the court system, and discusses the high court's jurisprudence in light of these features. *Courts in Federal Countries* provides an insight into and explanations of judicial behavior in the world's leading federations.

## DEVELOPMENT ASSISTANCE PROGRAMS PUBLICATIONS



***Federalism: An introduction,***  
George Anderson (Book)

New edition released in Burmese! Forty percent of the world's population live in federal countries. The 28 countries with federal systems of government are amazingly diverse: they include not only the world's wealthiest nation – the United States of America – but also tiny island-states such as Micronesia and St. Kitts and Nevis. This concise book by George Anderson, a leading expert on federalism and former President of the Forum of Federations, provides a straightforward, jargon-free introduction to the topic.

***Participatory Democracy and Federalism: The Role of Citizens***  
Sandeep Shastri (Paper)

Democracy in general and federalism in particular are fundamentally concerned with participation. Every federal democratic model fashions its political structures to ensure its citizens have opportunities to influence and participate in the operation of the system. In practical terms, does the `play of politics` permit these multiple sites to be effective means of citizen engagement? This paper explores this question from a wide range of perspectives. It also examines the rich tapestry of democracy in general and the finer nuances of federal democracy in particular. The paper also attempts to view Participatory Democracy, Federalism and the role of citizens through the prism of developments in Myanmar over recent years.

## DEVELOPMENT ASSISTANCE PROGRAMS PUBLICATIONS



### **Federal Essays**

Forum of Federations, Myanmar Country Office (translated by Htet Min Lwin)

Federal Essays 2017 is a book in Myanmar language published by Forum of Federations, Myanmar Country Office in July, 2017. The book contains 3 federal essays translated from English on Governance of Capital Cities in Federal Countries: Comparative Overview, Local Government in Federal Systems, and Natural Resources. The essay on federal capital cities explore the choice and location of a capital city in a federal country, and how governance arrangements reflect the diversity of the federation. The essay on local governments examines the newly increased attention given to the third tier of government in federal countries and how the dynamic between different layers of government has started to change in recent times. The last essay Natural Resources explains the ownership and management of natural resources; how taxation and sharing of revenues regarding natural resources occur in different federal countries. The book is intended for Myanmar language readers to learn from the comparative experiences of federal countries, and will be useful for practitioners, scholars and civil servants in discussing how future federal system should look like in Myanmar.

### **Ethnic Diversity and Federalism in the midst of Globalisation**

Francis Loh (Paper)

In the 1950s and early 1960s, the issue of ethnic diversity and ethnic loyalties was generally viewed as a challenge confronting newly independent and developing countries. In turn, ethnic loyalties which could lead to ethnic conflict and even secession were associated with a lack of assimilation or national integration. Various concepts were used to describe these tendencies, including 'tribalism', 'communalism', 'primordialism', 'regionalism', 'parochialism', and 'particularism', among others. It was generally assumed that political modernization which promoted greater identification with the modern nation-state would resolve ethnic conflict - which it was theorised was based on identification with and loyalty towards one's own ethnic group rather than towards the nation-state.

However, beginning in the late 1960s, scholars observed that ethnic tensions and conflicts, even secession movements, had also emerged in the western industrialized liberal democratic countries. This paper examines and analyzes these dynamics.

## RESEARCH PAPERS

### **Gendering Federalism in India**

Rekha Saxena

This paper seeks to explore the gendered impact of the Indian federal structure. Different aspects of federalism, such as intergovernmental relations, asymmetrical relations, and multi-level federalism and its impact on the way women's movement engage with the state structure, are discussed. The impact of the three-tier federal structure is visible in the presence of women's organizations at all three levels. The multi-level federal structure can provide opportunities for women's organizations to conduct forum-shopping, as well as for policy-innovation and experimentation. This paper represents an attempt at gendering the federalism discourse in India. It identifies specific tendencies regarding the impact of federalism on women's politics and seeks to explore the ways in which the women's movement negotiates and mediates the mesh of the multi-layered federal structure.

## NEW FORUM BROCHURES



These four distinct high quality brochures outline four different aspects of the work and impact of the Forum and how the organisation operates. Each brochure is designed for a specific audience - Governments; Public Security Institutions; Corporations; and the General Public - and highlights successful Forum programs of interest to these groups. Using publications and multimedia content to communicate how the Forum supports multi-level governance development and democratic consolidation is crucial to engaging effectively with the organisation's stakeholders. In fiscal year 2017-18, the Forum aims to develop more new promotional material.

## SOCIAL MEDIA PRESENCE



### **Facebook**

Since re-engaging fully with social media platforms in 2016, the Forum Facebook page has grown exponentially from 300 individual followers to over 51,000. The new followers are mostly in countries where the Forum has been engaged in programming, particularly those nations in which the Forum has implemented development assistance programs. The majority of these followers are between the ages of 18 and 40. This demonstrates the significant interest of civil society and young people in the work of the Forum. Through this platform, awareness of the Forum projects has increased exponentially.

Forum of Federations on Facebook: <https://www.facebook.com/forumoffederations/>



### **Twitter**

Twitter followers have also doubled since re-engagement with social media platforms in 2016. The audience interacting with Forum through Twitter differs from that which connects via Facebook - stakeholders such as practitioners, government leaders, and academics typically engage most prominently with the Forum's Twitter account.

Forum of Federations on Twitter: <https://twitter.com/ForumFed>



### **YouTube**

In recent years, Forum has produced several federalism videos and other audio-visual products which are used in governance training. These can be viewed for free at the Forum's YouTube channel.

Forum of Federations YouTube: <https://www.youtube.com/user/forumoffederations>



# 05 SUMMARY OF FORUM ACTIVITIES 2016-17

## APRIL 2016

- 4-5** The Forum collaborates with the Manuel Giménez Abad Foundation to organize a two-day conference on “Federalism and Education: Governance, Standards, and Innovation for the 21st Century” focusing on the division of responsibilities between the layers of government and mechanisms of intergovernmental cooperation in education - Zaragoza, Spain
- 6** The Forum, the Fundación Alternativas, and the Manuel Giménez Abad Foundation jointly organize a one-day seminar on education in the 21st Century focusing on the role that federations play in the promotion of quality education and its advancement - Madrid, Spain
- 8** In collaboration with Ethiopia’s House of Federation and Ministry of Federal and Pastoral Development Affairs, the Forum organizes a one-day National Consultation Dialogue Session titled “Intergovernmental Relations (IGR) Policy and Legal Framework in Ethiopia” - Adama, Ethiopia
- 19** The Forum collaborates with the German Consulate in St. Petersburg and the Higher School of Economics to organize a workshop on “Federalism and Regionalism in Germany and Russia” - St. Petersburg, Russia
- 22-23** The Forum, in collaboration with the Office of the Council of Constitutional Inquiry – a division of Ethiopia’s House of Federation – implements a national discussion workshop on “Strengthening the Constitutional Interpretation System in Ethiopia” - Addis Ababa, Ethiopia
- 24-28** The Forum implements Training-of-Trainers seminars in collaboration with two local partner organisations. The training is conducted by two lead experts, Professor Sandeep Shastri and Professor Francis Loh – Yangon, Myanmar

## MAY 2016

- 8-19** The Forum hosts a high-level Ethiopian delegation in their visit to study intergovernmental relations in Germany and Switzerland. The delegates aim to examine and draw lessons from the systems developed by the German and Swiss Federations – Berlin, Germany and Bern, Switzerland
- 27** The Forum supports the participation of Mr. Romy Chacko, Advocate of the Supreme Court of India, at a seminar on “Ethiopian Federalism and Minority Rights in the States” - Addis Ababa, Ethiopia

## JUNE 2016

- 6** The Forum collaborates with the University of Ottawa to organize a workshop on “Why Centralization and Decentralization in Federations: A Comparative Analysis” that maps the state of decentralization in Canada and the United States - Ottawa, Canada
- 6-8** The Forum participates in an international symposium on “Drought Crises in Federations: Principles, Indicators and Lessons from the Climate Adaptation in Shared Rivers” which convenes 28 leading researchers and students, international policy and development practitioners, and water managers – Boulder, Colorado, United States
- 14** The Forum hosts a high-level Ethiopian delegation in their visit to study intergovernmental relations in Australia for the purpose of closely examining and drawing lessons from the Australian fiscal federalism model - Melbourne, Australia
- 28-JUL 1** The Forum collaborates with Oromia Regional State of Ethiopia to conduct a four-day federalism leadership development rollout event - Adama, Ethiopia



## JULY 2016

- 15 Forum of Federations Director of Programs for Asia and Australia Phillip Gonzalez presents on “Zeroing in on the Best Practices of Federalism” at the Forum on Federalism and Constitutional Reform - Manila, Philippines

## AUGUST 2016

- 22-23 The Forum hosts a federalism training with Members of the Union Parliament as part of the Forum’s Federalism Capacity Development Program - Nay Pyi Taw, Myanmar
- 23 Professor Sandeep Shastri, Professor Francis Loh, and Mr. David Parks of the Forum, lead and moderate discussions on decentralizing opportunities within the current constitution, and trust amongst stakeholders of the peace process, at the “Capacity Building for Union Government Departments Workshop” – Nay Pyi Taw, Myanmar
- 27 The Forum implements a workshop on capacity building for state/regions facilitated by Forum experts Professor Shastri, Professor Loh, and Mr. Parks, who lead discussions on the importance of natural resource sharing and clean energy initiatives for Mon State - Mawlamyine, Mon State, Myanmar
- 30 The Forum delivers a lecture on broad themes of federalism at the request of the Department of International Relations, Yangon University. Professor Sandeep Shastri presents a lecture entitled “Democracies and Imperatives of Federalism” – Yangon, Myanmar

## SEPTEMBER 2016

- 15 The Forum’s Head of Programs, Felix Knüpling participates in a conference, organized by the Peace Research Institute Oslo and the Friedrich Ebert Foundation, which aims to examine the prospects for and challenges of education in post-settlement Cyprus - Nicosia, Cyprus
- 22 The Forum, in collaboration with the Conference of Cantonal Governments, the University of Kent (UK), and the University of Bern, organize a roundtable entitled “Why Centralization and Decentralization in Federations? The Swiss Case Study” - Bern, Switzerland
- 22-23 The Forum, in partnership with the Local Government Development Foundation and the Federalism Dialogue Initiative, organized the 13th International Conference on Federalism in the Philippines. The theme of the conference was “From Decentralization to Federalism: the Next Stage of Philippine Democracy” – Manila, Philippines
- 26 The Forum delivers intensive federalism training to local journalists - Yangon, Myanmar
- 27 Forum president and CEO Rupak Chattopadhyay meets with Mr. Julio Nogueira, Deputy Executive Secretary of the Government Secretariat of the Brazilian Presidency, and Mr. Leonardo Americo, Head of Federative Affairs, to discuss the Brazilian government’s federative relations - Brasilia, Brazil
- 28 Professor Shastri and Professor Loh of the Forum provide expertise on how minority rights have been protected while the will of the majority respected in various democracies around the world, in a first of its kind workshop on ethnic affairs for stakeholders in Myanmar – Nay Pyi Taw, Myanmar
- 28 Forum federalism experts Professor Shastri and Dr. Indraneel Datta conduct a two-day workshop for writers, opinion leaders, and public intellectuals addressing debates on federalism as well as pertinent local, national, and international issues – Yangon, Myanmar
- 29 The Forum launches its Brazil office at the Institute of Applied Economic Research (IPEA). Forum board member, Mr. Hans Altherr, and a number of IPEA working groups on federalism, present their research with the aim of identifying common areas of work between IPEA and the Forum - Brasilia, Brazil
- 30 The Forum participates in a workshop on “Fiscal Federalism in Brazil” held at the National Schools of Public Finance Administration whereby Ms. Diana Chebenova, Forum Head of Partnerships and Information, and Mr. Altherr, Forum board member for Switzerland, discuss fiscal federalism - Brasilia, Brazil

## OCTOBER 2016

- 1-9 The Forum, in collaboration with the Fundación Red de Acción Política (RAP), organizes a study tour on intergovernmental relations for Argentinian politicians, during which the delegates examine the Canadian federal system and its intergovernmental relations – Ottawa and Montreal, Canada
- 14 The Forum holds a roundtable in Germany as part of the international comparative project “Centralization and Decentralization in Federal Systems” led by the University of Kent - Cologne, Germany
- 14-15 The Forum participates in a conference entitled “The Multilevel Politics of Trade in North America, Europe, and Beyond: Configurations, Patterns, and Dynamics”, in which the participation of regional and local level governments in the politics of international trade and its development over the past 25 years are discussed - Waterloo, Canada
- 19-20 The Forum’s Phillip Gonzalez presented at the Global Autonomy and Governance Forum held in the Philippines. Mr. Gonzalez addressed Australia’s experience with the topic “Autonomy and Federalism: Addressing Societal Divides” – Makati, Philippines
- 26 In collaboration with the Forum and the University of Ottawa, Dr. Daniel Calingaert, Acting President of Freedom House, gives a presentation on “Nativism and Repression: Key challenges for Pluralism and Inclusion” - Ottawa, Canada
- 28 Forum experts Professor Sandeep Shastri, Professor Francis Loh, and Mr. David Parks lead a two-day workshop for members of Parliament and committee members from Rakhine State Parliament, addressing issues relating to minorities within minorities and natural resource management – Sittwe, Rakhine State, Myanmar
- 31 In partnership with the Women’s League of Burma, the Forum organizes a workshop focusing on the importance of incorporating women’s needs and voices into the national political system in Myanmar. The workshop is implemented by Forum experts, Professor Sandeep Shastri, Professor Francis Loh, and Mr. David Parks – Sittwe, Rakhine State, Myanmar

## NOVEMBER 2016

- 1-5 In the context of having provided support for Yemen’s nascent transition towards a federal systems in the past, the Forum’s Berlin office organizes a study visit to Germany for a Yemeni delegation. Headed by Former Prime Minister and Vice-President of Yemen H.E. Khaled Bahah, delegates examine the German federal model and its possible applicability to the Yemen context - Berlin, Germany
- 16 The Forum, in cooperation with Professor Andre Lecours of Ottawa University, host Professor Neophytos Loizides of the University of Kent (UK) in the presentation of his book “Designing Peace: Cyprus and Institutional Innovations in Divided Societies” - Ottawa, Canada
- 19 The Forum implements a workshop for civil society groups in Mandalay and Upper Myanmar focussing on federal political arrangements, governance of big cities, and land reforms. The event is delivered by Forum Head of Programs Felix Knüpling, Forum Myanmar Country Director U Htet Min Lwin, and Forum experts Professor Sandeep Shastri, Professor Priyanca Valeth, and Dr. Indraneel Datta – Mandalay, Myanmar
- 22 The Forum implements a workshop with MPs from Mandalay Region Parliament. Forum lead expert, Professor Sandeep Shastri, addressed central issues regarding local government, distribution of powers, and trade opportunities for subnational governments – Mandalay Region, Myanmar
- 23 The Forum, in partnership with the Colombo-based International Centre for Ethnic Studies, holds a roundtable discussion on devolution in Sri Lanka’s Federal System - Colombo, Sri Lanka

## DECEMBER 2016

- 7 In partnership with the Myanmar Academy of the Arts and Sciences, the Forum organizes a lecture on the “Shifting Paradigm of Diversity and Unity”, delivered by Professor Sandeep Shastri at Myanmar Academy of Arts and Sciences – Yangon, Myanmar
- 8 Forum experts Mr. David Parks and Professor Francis Loh, and Forum Senior Trainer U Khaing Kyaw Moe from the Myanmar country office, deliver a workshop on issues of resource sharing, protecting minority rights, and distribution of powers to MPs from the Karen State parliament – Karen State, Myanmar
- 9 Professor Sandeep Shastri, Mr. David Parks, and Htet Min Lwin of the Forum lead a workshop discussion on diverse democratic elections, minority rights, minorities within minorities, distributions of powers and taxes, natural resource management, and the role of ethnic parties and ethnic armed groups for MPs from the Shan State Parliament- Taunggyi, Shan State, Myanmar
- 11-17 The Forum in collaboration with the United Nations Development Programme and the Indian Institute of Public Administration, hosts an Ethiopian delegation from the House of Federation in their visit to study intergovernmental relations in India – Delhi, India

## JANUARY 2017

- 9-10 The Forum, Euro-Burma Office, Paññā Institute, and Bayda Institute staff gather participants of the Forum’s previous Myanmar Training of Trainers courses for a recap session with an international team of Forum experts composed of Professor Sandeep Shastri, Professor Francis Loh, and Professor Priyanca Valeth – Yangon, Myanmar
- 11-13 The Forum implements a two-day workshop on federalism, natural resource management, local government, and fiscal federalism at the Regional Parliament of Yangon Region - Yangon, Myanmar
- 14-18 The Forum, in partnership with Euro Burma Office, the Bayda Institute, the Paññā Institute, and Mosaic Myanmar, implements an intensive 5 day Training of Trainers course incorporating gender equality topics such as how to strategize on gender sensitivity, and gender inclusiveness. The training is provided by Forum experts, Professor Sandeep Shastri, Professor Francis Loh, and Professor Priyanca Mathur Valeth – Yangon, Myanmar
- 19-20 The Forum participates in a two-day conference on “The Current State of Federalism in Germany”, jointly organized by the Forum’s Felix Knüpling, Professor Sabine Kropp of Free University of Berlin, and Professor Arthur Benz of the Technical University of Darmstadt - Berlin, Germany
- 25 At the special invitation of the Mexican Interior Ministry (Secretaría de Gobernación), the Forum participates in a conference held to celebrate Article 115 of the 1917 Constitution, which outlines the structure and form of subnational governments in Mexico - Mexico City, Mexico
- 25 The Forum, at the request of the Committee for the Shan National Political Dialogue (CSND), provides expertise on fiscal federalism. Professor Sandeep Shastri gives a presentation on “Fiscal Federalism, Land and Natural Resource Management” - Taunggyi, Shan State, Myanmar
- 26 The Forum is invited by the committee for the Shan National Political Dialogue (CSND) to provide training on fiscal federalism, addressing issues such as federalism and decentralization of power, fiscal federalism and revenue sharing, and natural resource management - Mandalay, Myanmar

## FEBRUARY 2017

- 4-16 The Forum in collaboration with the German International Development Organization (GIZ) implement an exposure visit to South Africa for Pakistani administrators and officials from Khyber Pakhtunkhwa. This tour is part of the “Support to Development Planning Project in KP” – Pretoria, Johannesburg, and Cape Town, South Africa
- 9 At the request of the Centre for Diversity and National Harmony (CDNH), Forum federalism experts Professor Sandeep Shastri and Professor Francis Loh conduct a federalism training for civil society – Yangon, Myanmar
- 9-10 The Forum provides expertise on federalism at the request of the Centre for Diversity and National Harmony (CDNH) in Mandalay, to encourage mutual understanding among diverse communities and help foster inclusion and harmony within the country - Mandalay, Myanmar

## MARCH 2017

- 2 The Forum hosts a public event on “Federalism, Peace, and Democracy – Comparative Experiences”, facilitated by Zeya Thu, Deputy Chief Editor of “The Voice”, with the participation of the following members of the Forum Board of Directors: Ms. Salma Siddiqui, Canada; Mr. Hans Altherr, Switzerland; Mr. Roger Wilkins, Australia; and Mr. Julius Ihonvbere, Nigeria – Yangon, Myanmar
- 3 The Forum holds its Annual Board of Directors meeting - Yangon, Myanmar
- 3 In partnership with the National Education Commission of Myanmar, the Forum holds a roundtable on the relationship between the education sector and federalism - Yangon, Myanmar
- 20-21 The Forum collaborates with the Euro Burma Office to organize a workshop on fiscal federalism and federal economy for members of various political parties and the Union Peace Dialogue Joint Committee - Yangon, Myanmar
- 22 The Forum partners with the Yangon School of Political Science to deliver a one-day workshop on the theme of diversity and federalism. The event consisted of two sessions on innovative federal tools and structures in post-conflict societies - Yangon, Myanmar
- 25 The Forum, in cooperation with Euro Burma Office, implements a federalism training workshop for senior staff of the Union Ethnic Affairs Ministry, focused on questions of constitutional constraints and action that can be taken within them, especially in relation to best serving the interests of the people – Nay Pyi Taw, Myanmar
- 26-27 The Forum delivers a two-day federalism training workshop for regional civil society organizations and political parties - Magwe Region, Myanmar
- 28-29 The Forum implements a two-day training workshop on federalism at the Magwe Regional Parliament, in which Forum experts address a range of issues including decentralization and democracy, unity and diversity, distribution of powers, local government, fiscal federalism, and federal natural resource management - Magwe Region, Myanmar

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