



Annual Report

2017/2018

The Forum of Federations, the global network on federalism and multilevel governance, supports better governance through learning among practitioners and experts. Active on six continents, it runs programs in over 20 countries including established federations, as well as countries transitioning to devolved and decentralized governance options. The Forum publishes a range of information and educational materials. It is supported by the following partner countries: Australia, Brazil, Canada, Ethiopia, Germany, India, Mexico, Nigeria, Pakistan and Switzerland.



Forum of Federations

The Global Network on Federalism and Devolved Governance

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01

PEOPLE





Chairman's Message

GEORG MILBRADT, CHAIRMAN

Over the course of 2017-18, the Forum of Federations focused on programming and community engagement activities while also developing a cutting-edge results-based management system for the entire organization.

The implementation of Forum programs for the MENA region, Myanmar and Ethiopia in 2017-2018 brought these activities to a new level, earning accolades from funders for the demonstrable results achieved. After a thorough preparatory process, implementation of the Women's leadership project within the MENA region began in January and training sessions for women were established in our three priority countries, Jordan, Tunisia and Morocco. Despite geopolitical challenges in Myanmar, the Forum forged ahead to provide federalism solutions to address governance issues and training for governance stakeholders. Finally, our ongoing work in Ethiopia saw the beginning of a major new program.

Engagement with the Forum from stakeholder countries continues to grow through our online/digital media platforms, which have exposed a new and growing audience to our resource archive, as well as our newly published volumes and occasional paper series.

As a consequence of our new state-of-the art results-based management system, the Forum will be able to present more comprehensively the outcomes and results of its work. It is generally perceived that capturing results of governance work by NGOs is challenging; I believe that our team has developed an impressive model that can not only capture the Forum's results more effectively but may also serve as an instrument which could be of value to other governance NGOs.

I look forward to another successful year at the Forum of Federations. Through the continuation of our programming in key regions and emphasis on research and publications, I am confident that 2018-19 will be another year of growth and development across the globe and within our own organization.

A handwritten signature in blue ink that reads "Georg Milbradt". The signature is written in a cursive, flowing style.

GEORG MILBRADT
Chairman



President's Message

RUPAK CHATTOPADHYAY, PRESIDENT & CEO

The current year was a time for organizational consolidation at the Forum. The organization undertook a major strategic review of our place and role as a platform for the learnings on federalism and multi-level government. The Forum has also begun implementing a new results based management system to demonstrate our achievements in a more transparent manner to stakeholders for the years to come. The Forum also completed the hiring of new project staff for our field offices in Addis Ababa, Amman, Delhi, Rabat and Tunis.

We saw an expansion of our programming in the areas of healthcare, education and diversity management. The Forum's ongoing engagements on Women's leadership in Jordan, Morocco and Tunisia are now established and appreciated by stakeholders. The Forum's work in Myanmar has continued to expand in response to needs expressed by our partners. The year saw the organization lay the ground work for multi-year programming in Ethiopia. The Forum was also called on to support the development of public policy in Brazil, Pakistan and the Philippines.

The organization has continued to expand its publication programs through its edited volumes and occasional paper series. To expand readership of its publications, the Forum is making greater use of social media to put educational materials out. Indeed between 2015 and 2017, the Forum's Facebook page has gone from a few hundred to over 75,000 followers. Similarly, compared to the previous year, the number of people visiting the Forum's website has more than doubled.

I take this opportunity to thank all our partner governments for supporting the work of the organization and also thank our staff for their hard work and dedication.

A handwritten signature in black ink, appearing to read 'Rupak Chattopadhyay', written in a cursive style.

RUPAK CHATTOPADHYAY

President & CEO

BOARD OF DIRECTORS

Georg Milbradt

Chairman

Former Minister President, Free State of Saxony, Germany

Hans Altherr

Former President of the Senate of Switzerland

Irwin Cotler

Former Minister of Justice and Attorney General of Canada

Andreas Eshete

Advisor to the Prime Minister of the Federal Democratic Republic of Ethiopia

Julius Ihonvbere

Secretary to the Government of Edo State, former Special Advisor to the Nigerian President

Ana Carolina Lorena

Advisor for International Affairs, Secretariat for Federative Affairs of the Presidency of the Republic of Brazil

Salma Siddiqui

Entrepreneur and Community Activist, Canada

Roger Wilkins

Former Secretary of the Attorney General's Department, Australia



FORUM STAFF

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President and CEO

Charles Cloutier
Chief Operating Officer

Sheela Embounou
Vice President

Felix Knüpling (Germany Office)
Vice President

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Constantino Cronemberger Mendes
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Director of Finance and Administration

Genet Adem
Gender Specialist

Emebet Ayelign
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Medhanit Teklu Dibaba
Administration and Financial Officer

Endale Girma
Facilitator

India

Ravi Dhingra
Country Director

Vikas Kumar
Program Manager

Jordan

Sawsan Tawil
Country Director

Haneen Mraiyan
Project Officer

Morocco

Hayat Lahbaili
Country Director

Younes EL Allaoui
Project Officer

Myanmar

Htet Min Lwin
Country Director

Thiha Wint Aung
Program Officer

Khaing Kyaw Moe
Senior Trainer

Chit Oo Ko Ko
Senior Communications Officer

Myat Myat Thu
Finance Officer

Sandeep Shastri
Lead Trainer

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Program Associate

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Nepal

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Project Officer

Interns/Summer Students

Beinye Otrofanowei

May Abdulkadir

Eric Yip

02

WHAT WE DO



Who we are

The Forum of Federations is an international organization that develops and shares comparative expertise on the practice of federal and decentralized governance through a global network.

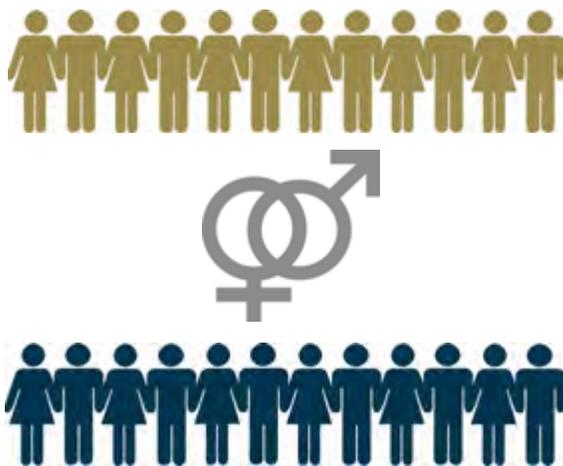
The Forum is concerned with the contribution that federalism and multilevel governance can make to the consolidation of democracy. The Forum supports governments around the world to help develop governance solutions in multilevel systems. The organization's core area of specialization is federalism. However, Forum expertise is increasingly sought across the range of multilevel systems, including in decentralized and devolved countries.

The Forum is truly international in nature, working with stakeholders at all levels in countries in North and South America, Africa, Europe, Asia, and Australasia.



The Mission of the Forum

The mission of the Forum is to strengthen inclusive and responsive governance, including pluralism and gender equality, in federal, decentralized, and transition countries



The Forum's work in federal and multilevel governance contributes to enhancing the quality and coherence of public policy, thereby improving the effectiveness of both public service delivery and implementation of national, regional and local development strategies. Its capacity building work covers many aspects of multilevel governance and reaches a wide range of stakeholders, facilitating the development, transfer, application, and sharing of knowledge at all levels of society. The Forum's activities support national, regional, and international development efforts to create more inclusive and peaceful societies with responsive governments that meet the needs of citizens. The Forum also assists in democratic consolidation in states or regions in post-conflict situations.

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

The Forum has a practical, problem-solving approach to achieving results. Since its founding nearly two decades ago, it has supported governments and citizens around the world through capacity building and the provision of expertise and impartial practical education.

The Forum brings the world's leading experts together with the “practitioners” of government: elected officials, civil servants, political operatives. The Forum's direct relationship with governments on each continent makes it uniquely placed to promote intergovernmental learning by working in tandem with its partner governments.

Alongside its work with key governance practitioners, the Forum also supports civil society stakeholders. Working through its extensive network of local partners, the Forum provides learning and knowledge to facilitate the participation of civil society in the multilevel governance processes, which impact their lives.



Our Core Principle: “Learning from Each Other”

The comparative methodology utilized by the Forum in the implementation of its activities is based on the core principle of “Learning from Each Other”. Bridging the worlds of academic research and real-world practice, the Forum approach leverages the synergies between its Policy and Development Assistance activities to continuously inform and renew its body of cutting-edge intellectual capital on multilevel governance.



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 thirty countries since its establishment in 1999. Through its work in 2017-18, the Forum has:

- ✓ Developed and produced a range of publications and multimedia content on principles, practices, and experiences of federal and devolved governance.
- ✓ Provided training in a range of topics, including natural resource management; tax reform and equalization; gender equality in governance systems; intergovernmental relations; federalism and education; federalism and health care; to a variety of stakeholders to support the development of improved federal and devolved governance systems.
- ✓ Enhanced public service delivery by providing public officials with the tools and knowledge to implement effective federal and decentralized multi-level government.
- ✓ Fostered the development of inclusive societies by supporting stakeholders to find common ground through dialogue.
- ✓ Assisted in democracy-building in fragile and post-conflict states through institution building and local empowerment.
- ✓ Empowered women to participate in governance processes through training and networking activities.

03

PROJECTS





Policy Programs 2017-2018

The Forum's Policy Programs facilitate knowledge exchange on topical public policy questions and on issues related to the management, reform, and development of federal and decentralized systems. They also aim to build a comparative body of knowledge on contemporary, usually structural, themes of federal and decentralized governance.

In the fiscal year 2017-2018 the Forum continued to work on several policy programs initiated in previous years. The activities ranged from the organization and delivery of workshops, seminars, study visits, conferences, and presentations, to the provision of expert advice and the development and production of various publications, learning tools and knowledge products.

Implemented 20 activities across 10 countries

40 partner governments and institutions engaged

The Forum and its partners developed and implemented twenty activities in ten different countries around the globe, directly addressing multi-level governance concerns of eight Forum member countries. The Forum has engaged with forty partners – partner governments and institutions - in the development and delivery of its Policy Programs, fourteen of which collaborated with the Forum for the first time.

The main beneficiaries of the Policy Programs activities were the partner governments' officials from all levels of government, parliamentarians, CSOs representatives, academic experts and students.

9 new knowledge products created

In 2017-2018, the Forum and its partners created nine new knowledge products through its Policy Programs - two thematic books, five Occasional Papers, a video podcast, and a thematic website. We also worked on the release/update of four knowledge products – two thematic books, a handbook, and a policy manual.

Forum's Policy Programs are grouped in two categories:

- Governance & Service Delivery;
- Diversity and Inclusion; and
- Environment



KEY PROGRAMATIC RESULTS

Governance and Service Delivery - Fiscal Relations

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

Federalism, 2030 Agenda and Sustainable Development Goals

Partners: Secretariat of Federative Affairs, Brazilian Presidency; Institute of Applied Economic Research (IPEA); ECLAC Brazil; Federal Council of Fiscal Responsibility, Argentina

Beneficiaries: IPEA researchers and representatives of federal, state and municipal governments in Brazil

The Forum, in cooperation with the Secretariat for Federative Affairs of the Brazilian Presidency, the Institute of Applied Economic Research (IPEA), and ECLAC Brazil, jointly organized a seminar to examine how federal countries in Latin America have adapted institutionally to the implementation of Agenda 2030 and the objectives of Sustainable Development. The event focused on fiscal instruments that help implement Agenda 2030, including division of taxation powers, fiscal transfers, and fiscal responsibility rules. The Forum supported the participation of Patricia Farah, Coordinator of the Federal Council on Fiscal Responsibility of Argentina, in the event. The seminar was held in Brasilia, Brazil on 20 July 2017.

Fiscal Federalism and Equalization Policy in Canada - Book Launch

Partners: School of Political Studies, University of Ottawa

Beneficiaries: Academic experts and government officials

The Forum, in conjunction with the School of Political Studies at the University of Ottawa, organized a book launch event for the publication “Fiscal Federalism and Equalization Policy in Canada”. Four of the five authors were present at the launch: Dr. André Lecours, Dr. Daniel Beland, Dr. Gregory Marchildon and Dr. Haizhen Mou (with Margaret Rose Olfert unable to attend). The event was held at the University of Ottawa on 8 December 2017. The Forum recorded a video podcast about fiscal equalization policies with Dr. Lecours and Dr. Marchildon, which was published on the Forum YouTube channel.

Pakistan Senate Seminar on Fiscal Federalism

Partners: Pakistan Institute of Parliamentary Services; Senate of Pakistan

Beneficiaries: Members of Pakistan Senate, senior staff of the Senate, media, development organizations and post-doctoral students from local universities

On 15 February 2018, the Forum held a seminar on “Fiscal Federalism” at the Pakistan Institute of Parliamentary Services (PIPS), Islamabad. The seminar was the first in a series of events planned in partnership with the Senate of Pakistan (The Senate), which form the cornerstone of a Memorandum of Understanding (MOU) signed between the Forum and the Senate in December 2017. This MOU is the first of its kind for the Senate, which sought the support of the Forum in its work as the ‘house of the federation’ and in its efforts to pursue greater government accountability and transparency. The Chairman of the Senate, the Honorable Mian Raza Rabbani, inaugurated the seminar. He stated that the Senate would work to support the efforts to meaningfully implement the 18th Constitutional Amendment to achieve a stronger, democratic and federal Pakistan. During the event, Hans Altherr, former Senator of Switzerland and Forum Board member; Mohammed Bhabha, former Senator of the South African Parliament, member of Premier’s Economic Advisory Board of the North West Government; and Professor Bertus de Villiers, Judge and Constitutional Expert (Australia/South Africa), presented international perspectives addressing two core themes. The first concerned the Senate of Pakistan’s role in budget planning, development, implementation and oversight in fiscal issues; and the second focused on the implementation of fiscal devolution in Pakistan.

Ethiopian Study Visit on Intergovernmental Fiscal Relations in India

Partners: House of the Federation, Ethiopia; Inter-State Council Secretariat, Ministry of Home Affairs, India; Indian Institute of Public Administration, India; UNDP Ethiopia

Beneficiaries: Members of the Ethiopian House of the Federation

This study visit was organized by the Forum and took place from 24 February to 5 March 2018. Twelve members of the Ethiopian House of the Federation learned about the legal and institutional mechanisms of the division of joint revenues in India and participated in experience sharing programs exposing them to the Indian federal perspective. The delegates learned about India’s rich experience in both intergovernmental fiscal transfers and revenue sharing. The wider objective of the visit was to share knowledge and improve the capacity of the delegates, thus the group visited several government agencies during their time in the country. This provided the members with both knowledge and practical experience of how Indian intergovernmental fiscal transfer systems function, including the legal framework and the division and administration of shared taxes.

Governance and Service Delivery - Intergovernmental Relations

Shared experiences and lessons among legislators, academics and civil society actors on intergovernmental relations and institutions

Workshop on “The Distribution of Authority – German and Russian Federalism in Comparison”

Partners: German Consulate, St. Petersburg; Higher School of Economics, National Research University, Russia

Beneficiaries: Russian civil society organizations and academics

Forum Chairman Georg Milbradt, Sabine Kropp from Freie Universität Berlin, and Forum Head of Programs Felix Knüpling gave presentations at this workshop, held in Saint Petersburg, Russia, on 7 April 2017. The event aimed to examine and compare German and Russian federalism, analyze the different models, and draw lessons from the ways in which the two systems are implemented. The discussion focused on questions such as: How do the two models balance unity with diversity?; How are responsibilities allocated in Germany and Russia and what is the design of the political process which determines this distribution?; and How does this process affect the distribution of fiscal capacities required to implement responsibilities? The event brought together experts and practitioners of federalism from Russia and Germany to discuss these issues in four interrelated sessions. The first session detailed the processes and experiences of recent federal reforms in Germany and Russia. The second addressed questions of distribution of administrative responsibilities, while the third session focused on the issue of fiscal relations between different levels of government. In the fourth and final session, participants discussed future challenges in both countries from a federal perspective and the lessons to be learned from a comparative analysis.



Ethiopian Study Visit on Intergovernmental Relations to Canada

Partners: House of the Federation, Ethiopia; United Nations Development Program, Ethiopia

Beneficiaries: Members of the Ethiopian House of the Federation and the Forum's partners at Global Affairs Canada

The Forum, in collaboration with the Ethiopian House of the Federation and the United Nations Development Program, organised and facilitated a five-day study visit to Canada for a group of nine Ethiopian regional and state politicians. The delegation included the Deputy Speaker of the Ethiopian House of the Federation, regional speakers, and state ministers. The primary purpose of the trip was to enable the visiting representatives to learn about Canadian intergovernmental relations, accountability, regional representation, and constitutional interpretation. The Ethiopian representatives met with academics, government departments, and parliamentarians. The study visit took place from 24-28 April 2017.

Governance and Service Delivery - Federalism and Education

Increased understanding of and knowledge produced and transferred on education systems in established federal countries

“Federalism and Education: Governance, Standards, and Innovation for the 21st Century.”

Partners: Manuel Gimenez Abad Foundation, Spain

Beneficiaries: Academic experts and government officials of education sector

The Forum, in collaboration with the Manuel Giménez Abad Foundation of Zaragoza, Spain, implemented a program on “Federalism and Education: Governance, Standards, and Innovation for the 21st Century.” The program examined: 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 featured 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 was Kenneth Wong of Brown University, Rhode Island, United States. The comparative volume on the topic was published by Information Age Publishing in April 2017. The knowledge generated through this program informed the Forum's development assistance program in Myanmar.





Governance and Service Delivery - Healthcare

Deepened knowledge on health care and federalism among different stakeholders in India

Federalism and Healthcare Policy: International Lessons for India

Partners: Nehru Memorial Museum and Library, Government of India; Inter-State Council Secretariat, Ministry of Home Affairs, Government of India

Beneficiaries: Indian subnational government officials and administrators in the health care area, Indian think tank experts

The Forum, in partnership with the Nehru Memorial Museum and Library (an autonomous body under the Ministry of Culture of the Government of India), implemented a project on Federalism and Healthcare Policy. The project consisted of a workshop and an international conference. The workshop held in Delhi on 27 April 2017 was organized to bring health experts from Indian states and the federal government together to identify and highlight the current challenges in Indian healthcare policy. John Light, Senior Director, and Vikas Kumar, Program Manager, represented the Forum. The workshop was held as a preparatory event for a subsequent conference with international experts.

The subsequent two-day international conference, held in Delhi on 29-30 October 2017, focused on the topic "How to improve public health care through fiscal federalism". The conference, organised by the Forum's India office, comprised a range of activities including presentations, panel discussions, and a special lecture. The event brought together policy makers from central and state governments, experts from the Government of India's central planning organisation NITI Aayog, international think tanks such as Brookings International, academics, and representatives from NGOs. The Forum sponsored participation of two experts: Paulo Henrique de Almeida Rodrigues, professor at the State University of Rio de Janeiro and University Estácio de Sá; and Donald J. Philippon, Professor Emeritus and Program Head of the Fellowship Program in Health System Improvement in the School of Public Health at the University of Alberta. This project was also supported by the Indian Inter-State Council Secretariat and the Ministry of Home Affairs.

Governance and Service Delivery - Local Government

Increased understanding by elected women public officials of tools to support the election of female candidates to executive political positions

Regional Workshop for Elected Women Mayors in Mexico

Partners: National Institute on Federalism, Ministry of the Interior, Government of Mexico; Centre for Municipal and Metropolitan Studies, National Autonomous University of Mexico; State of Queretaro; Embassy of Canada in Mexico

Beneficiaries: Elected women public officials in Mexico, at the state and local level

The Forum, in cooperation with the National Institute on Federalism in Mexico's Interior Ministry (Secretaría de Gobernación), the Center for Municipal and Metropolitan Studies (National Autonomous University of Mexico), the State of Queretaro, and the Embassy of Canada in Mexico, organised a one-day workshop on tools to support the election of women to executive political positions. With a specific focus on the municipal sphere, this workshop brought together mayors and public officials from the States of México, Guanajuato, Guerrero, Hidalgo, Querétaro and San Luis Potosí to exchange experiences and practices with national and international experts. The Forum identified and sponsored the participation of Catherine Fortin LeFavre from Equal Voice Canada, and Mukta Tilak, Mayor of Pune, India. This event took place in Mexico City, Mexico, on 3 May 2017.



Improved understanding of valuing water as a means to achieve the sustainable development goals

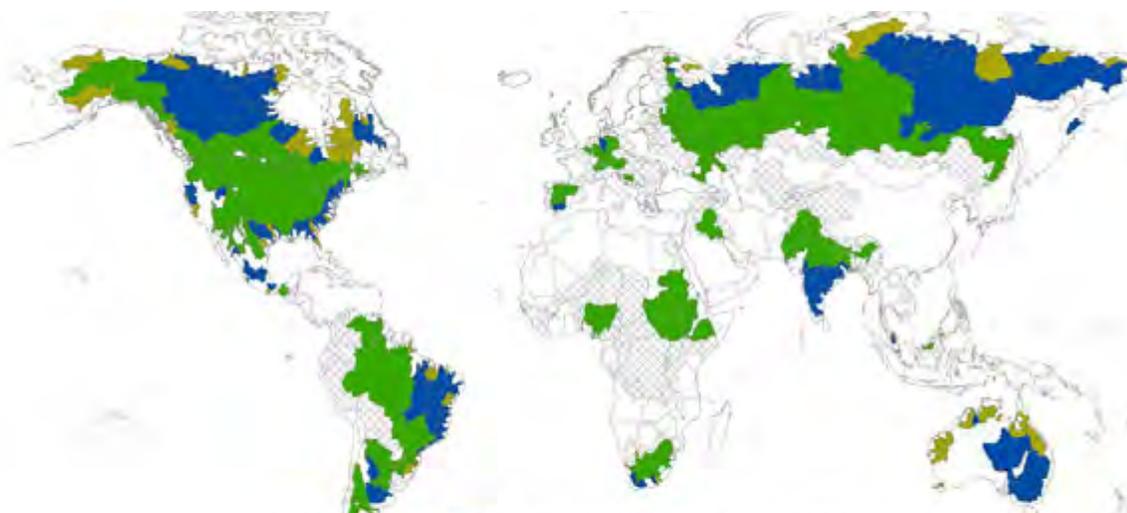
Knowledge transferred on federal rivers

Valuing Water for Sustainable Development

Partners: Smith School of Enterprise and the Environment, University of Oxford; World Bank; Oxford Water Initiative

Beneficiaries: Experts in the field of water management, government representatives, businesses and civil society organizations

This event examined how valuing water contributes to the achievement of the SDGs, taking stock of the challenges, innovations, and lessons in three areas: water allocation and markets; sustainable finance; and affordable water services for the poor. The event was organized by the Smith School of Enterprise and the Environment, University of Oxford, United Kingdom. The Forum was represented by Michael Hanemann, a Chancellor's Professor and Professor of Environmental and Resource Economics, University of California at Berkeley; and Tushaar Shah, an economist and public policy specialist, and former director of the Institute of Rural Management at Anand in India. The event was sponsored by the University of Oxford and the World Bank. The conference took place in Oxford, United Kingdom, on 7 November 2017.



In partnership with the Oxford Water Initiative, the Forum has also created and launched a website on federal rivers at www.federalrivers.org. The purpose of this website is to:

1. Advance the understanding of the factors influencing cooperation, conflict resolution and capacity to adapt to droughts and water scarcity in federal rivers.
2. Develop case studies in different federal rivers to gather context-specific evidence and transferable lessons.
3. Build a global database using a data architecture and coding process to collect, store and analyse physical, institutional and socioeconomic data.
4. Engage decision-makers in governments, civil society, business and multi-lateral organisations to inform collective action strategies and progress toward the Sustainable Development Goals.

Knowledge created on practical challenges and solutions concerning the multilevel politics of trade

“Multilevel Politics in Trade”

Partners: Wilfrid Laurier University; Mowat Centre; Centre for International Governance Innovation

Beneficiaries: Government officials, academic experts, governance organizations

The Forum is a partner institution in a 3-year project entitled “Multilevel Politics in Trade” which brings practitioners and scholars together to enable the development and enhancement of bodies of work that reflect the practical challenges and solutions concerning the politics of trade. The project is led by Professor Jorg Broschek of Wilfrid Laurier University and assembles six political scientists from Canada and Europe, several collaborators, and three partner institutions – the Forum, the Mowat Centre, and the Centre for International Governance Innovation. The project is divided into three thematic clusters. First, a comparative focus on the distinctive institutional configurations of federations will examine how their respective sub-federal units participate in the creation of free trade agreements. Second, a comprehensive evaluation of trade policy developments will assess how sub-federal activity has changed as the nature and scope of trade agreements evolve. Third, analysis of state-society interactions will demonstrate how mobilization within political parties, business, and non-governmental groups affects the role of sub-federal actors in trade politics. In the first year of the project (2017-2018), the authors worked on the chapters resulting from the presentations made at the Waterloo conference held in October 2016, in which the Forum participated. The project team also began work on the creation of the project website. The knowledge generated through the project will provide a useful tool to governance organizations and emerging federations as they embark on negotiating and governing new trade deals.





Governance and Service Delivery - Centralization and Decentralization in Federations

Increased understanding of centralization and decentralization tendencies in federal countries

“Centralization and Decentralization in Federations – Competing Forces”

Partners: University of Kent; Leverhulme Trust

Beneficiaries: Academic experts and government officials in both the federations addressed in the analysis, and in other decentralizing countries

The Forum collaborated with the University of Kent in the implementation of the “Centralization and Decentralization in Federations – Competing Forces” program. This initiative, supported by Leverhulme Trust, investigated and mapped the state of decentralization in the following federations: Australia, Canada, Germany, India, Switzerland, and the United States. It examined the successes and challenges faced by federal governments in the implementation of devolution in various policy sectors and across jurisdictions. It also analysed issues such as the distribution of power between the general 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 outcome of the program is a comprehensive piece that maps the competing forces of Centralization and Decentralization and discusses how the framework for decentralization can be operationalized in each federation. This was published in Publius in January 2019.

Improved understanding among politicians, senior academics, and policy makers of devolution in England

International Conference on “Devolution in England - International Perspectives, Politics, and Policy Ideas”

Partners: Centre for Federal Studies, University of Kent; James Madison Charitable Trust; Federal Trust

Beneficiaries: Academic experts and UK experts on devolution

The Centre for Federal Studies at the University of Kent convened a conference on “Devolution in England: International perspectives, politics and policy ideas after Brexit” from 20-21 June 2017 in Canterbury, United Kingdom.

The Centre jointly organized the event with the Forum, the James Madison Charitable Trust, and the Federal Trust. The conference brought together a group of leading politicians, as well as senior academics and influential policy makers, to reflect on the emerging federal shape of the United Kingdom, and in particular on how power could be devolved in England to its constituent units - towns, cities and counties. The Forum’s goal was to draw on cutting-edge research and experience of federal devolution in countries such as Canada and Germany in order to formulate fresh policy ideas applicable to the English context.



Discussion held on the future of Swiss federalism

Swiss National Conference on Federalism

Partners: *Conference of Cantonal Governments, Switzerland; Federal Ministry of Justice, Switzerland; Canton Vaud, Switzerland*

Beneficiaries: *Swiss experts and government officials*

This national conference was organized by the Conference of Cantonal Governments and the Federal Ministry of Justice and hosted by Canton Vaud. The theme of the event was 700 years of federalism: What now? The conference was attended by a high-level delegation of key stakeholders. The international panel was led by Hans Altherr, the Forum's Swiss Board Member, and Felix Knüpling, the Forum's Vice President of Programs. Both panelists provided comparative reflections on the Swiss experience. Stéphane Dion, Canada's Ambassador to Germany and Special Envoy to the European Union and Europe, delivered the keynote address on the relevance of federalism globally. The conference took place in Montreux, Switzerland, on 26-27 October 2017.

Lessons shared on anti-corruption measure in the public sector

Workshop on Anti-Corruption: Advances in Mexico and Canada

Partners: *Public Administration Ministry, Government of Mexico; Embassy of Canada in Mexico*

Beneficiaries: *Public officials in Mexico and Canada; indirect beneficiaries included the private sectors in Mexico and Canada*

On 15 February 2018, the Forum, in cooperation with Mexico's Public Administration Ministry, held a one-day workshop on measures to reduce corruption in the public sector. The event, which was funded by the Embassy of Canada in Mexico, brought together private and public-sector actors to contribute to the implementation of Mexico's newly created National Anti-Corruption System. Discussions focused on actions to strengthen the technical capacities of CEOs, senior administrators and technicians in the private and public sectors. These actions include: whistleblower legislation to protect officials who identify corruption; ethics training; conflict of interest protocols; and administrative policies to deter and punish corruption.

This workshop brought together public officials from Mexico's Departments of Public Administration, Attorney General, and External Affairs, as well as civil society representatives from Transparency Mexico, the Mexican Institute for Competitiveness, Network for Accountability, and the National Business Council. The Forum identified and sponsored the participation of Lynn Tomson, Public Service Procurement, Canada, and Kathleen Clarkin, Treasury Board Secretariat of Canada.

Diversity and Inclusion - Gender Equality

Initiated development of organizations' gender policy

Gender and Federalism

In the past fiscal year, the Forum re-activated the program on gender and federalism. The Forum updated its gender webpage, included gender as a priority area in the Forum Strategic Plan 2018-2023, and began developing a comprehensive gender policy for the organization. As a first step in this process, the Forum will commission a study on the dynamics between gender and federalism in 2018-2019.

Diversity and Inclusion - Territorial Cleavages in Constitutional Transitions

Created knowledge on constitutional transition in territorially divided states

Territorial Cleavages in Constitutional Transitions

Partners: International IDEA; Manuel Gimenez Abad Foundation, Spain; Center for Constitutional Transitions, Law School, University of California, Berkeley; Mediation Support Unit of the United Nation's Department of Political Affairs

Beneficiaries: Academic experts and governments dealing with challenges of territorial cleavages in constitutional transitions

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. The project 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 includes three thematic papers.

In fiscal year 2017-2018, the authors completed their case studies for the edited volume. Furthermore, the Forum and International IDEA jointly worked on the commissioning of a policy manual on best practices. Both publications will be released in early 2019. The comparative volume will be published by the law division of Oxford University Press. The policy manual, produced by George Anderson and Sujit Choudhry, will be jointly published by the Forum, International IDEA, and the Center for Constitutional Transitions at Berkeley Law School.

Greater understanding among academic experts on the nexus between federalism and secession

Research Project on “Federalism and Secession”

Partners: *University of Oxford; Elcano Institute, Madrid; Scottish Centre on Constitutional Change, University of Edinburgh*

Beneficiaries: *Academic experts from various countries*

In collaboration with the University of Oxford, Elcano Royal Institute, Madrid, and the Scottish Centre on Constitutional Change, the Forum implemented a research project centered on the nexus between federalism and secession. An international conference “Responses to secessionism in advanced democracies” was held at Oxford University, United Kingdom, on 25-26 May 2017. The conference examined a range of topics, including: the different paths of accommodation utilised by countries in the wake of secessionist demands; reform procedures used to achieve accommodation of secessionist demands; models of accommodation; and the prospects for successful reform. The lead expert on this project was Professor Cesar Colino, Long Distance University Madrid, who was undertaking a fellowship at St. Anthony’s College in Oxford.

Views exchanged on challenges and opportunities faced by Cyprus regarding federal form of governance

Building Federalism in Cyprus: International Lessons and Perspectives

Partners: *Friedrich-Ebert-Stiftung, Diadrasis Radio Program, Centre for Federal Studies (University of Kent); and Simfiliosis*

Beneficiaries: *Academic experts, UN officials*

Forum President Rupak Chattopadhyay was the keynote speaker at this event which focused on federalism in Cyprus. A roundtable discussion was held during which participants addressed some of the challenges and opportunities that Cyprus faces regarding consolidating federalism. This event was well attended by academics, UN officials and other key stakeholders, and took place in Nicosia, Cyprus, on 26 June 2017.

Development Assistance Programs 2017-2018



Ethiopia

The Governance Challenge

Ethiopia is a country with a population of over 100 million and comprising over 80 different ethnic groups. Historically little attention has been paid to political accommodation and there has been a great deal of conflict over control of the state. In 1991 the Ethiopian Peoples' Revolutionary Democratic Front (EPRDF) came to power through achieving a military victory over a socialist military dictatorship. In 1995 the EPRDF ushered in a new constitution in which the federal units are demarcated along ethnic lines.

Major anti-government unrest began in 2016, primarily in the populous Oromo and Amhara regions, which together represent 60% of the population, with regular clashes also occurring in the Oromo-Somali (regions) border areas, among others. This unrest underlined the Government of Ethiopia's (GoE) weaknesses in balancing the complexities of a rapidly growing economy with increasing demands for rights, equity, good governance and democratic legitimacy.

Over 2017-18 we witnessed a still very uncertain but evidently growing understanding in the upper echelons of government about the need for serious reforms to: better manage ethnic conflict between the federal and regional levels; equitably share resources across regions/groups; and develop more respect for citizens' rights and voices, including for equality between men and women. For the first time, the GoE had started to cautiously consider reforms, which the Forum was well positioned to support.

The Forum's Intervention

Strengthening Federal Governance and Pluralism in Ethiopia

The Forum has worked in the country since the early 2000s and Ethiopia became a Forum partner in late-2005. We have operated a country office in Addis Ababa since 2008 and undertaken projects on federal governance leadership, fiscal federalism, IGR, and constitutional interpretation, among other topics. The Forum co-delivered the 5th International Conference on Federalism in Ethiopia in 2010. We enjoy very close working relationships at the most senior levels of government but also, albeit to a lesser extent to date, with non-state actors. When Global Affairs Canada (GAC) approached the Forum about a possible program for strengthening federal governance and pluralism formally in late 2016, we already had a strong sense of the interests of the main players and the art of the possible given the environment at that time. Building on our deep knowledge and working relationships, and with an eye to expanding aspects of inclusion in our work and in GoE policy processes, the Forum developed a tentative project framework in late-2016. Once GAC approved the initial project proposal in principle in July 2017, the Forum conducted extensive consultations and verification sessions with stakeholders from different levels of government, parliament, civil society and political parties, as well as organized a special session for women leaders to provide input on the role of the project in promoting gender equality. Throughout the project's Inception Period (July 2017 to January 2018) over 200 officials, experts and other stakeholders were involved in project design consultations.

The resultant project, Strengthening Federal Governance and Pluralism in Ethiopia is a 5-year, \$5.5 million CAD project running from July-2017 to July-2022. The project's ultimate outcome is "A strengthened and more responsive federal system for Ethiopian men and women."

The main thrusts of the program are:

1. Strengthen intergovernmental relations (IGR) as an essential element of managing conflict and promoting good governance in the practice of federalism. This will entail helping to establish new structures, a new policy and legal framework, training staff and members of the new structures, and helping to develop “IGR frameworks” for key policy issues. In addition to providing technical advice and training to key actors, leadership training and wider consultations will be built into this work in order to make IGR more open and inclusive.
2. Strengthen fiscal federalism and resource sharing, including a review and revision of the federal-state shares of important concurrent revenues (oil, VAT, etc.), revision of the transfer formula, and strengthening of oversight and accountability functions. A certification program for fiscal decentralization will be delivered to experts from federal and state governments as well as stakeholders from the academic and non-state sectors in order to ensure proper understanding by, and representation of, all key actors in these critical decision-making and oversight functions.
3. Strengthen understanding of constitutional rights and recourse as these affect the proper functioning of a federal system. This will include training components for judges and administrators, informed by field research on the causes and consequences of major rights barriers for women and girls in Ethiopia, as well as youth dialogue on the relationship between the federal system and key issues of conflict in Ethiopia such as identity, resource management, political pluralism, equitable development, etc.



Program Activity 2017-2018

Although the project proposal was submitted (at GAC request) in November 2016, the first few months of 2017-18 entailed extensive negotiations and last stage fine-tuning of the Contribution Agreement. Once the Contribution Agreement was signed in late-July 2017, most of the activity undertaken in the rest of the 2017-18 financial year concerned the “Inception Period”, which ran from 25 July 2017 to 31 January 2018. It involved substantial work in completing the following extensive pieces of analysis and planning:



- Project Implementation Plan (PIP)
- Annual Work Plan (AWP) for 2018-19
- M&E Plan
- Baseline Study
- Gender Equality Analysis
- Environmental Analysis

In addition, during this period the Addis office was expanded, which involved the hiring of a more senior Head of Finance & Administration and filling new positions of full-time specialists for Gender and Monitoring & Evaluation. The PIP and AWP for 2018-19 were approved by the Project Steering Committee (PSC), which was co-Chaired by the Speaker of the House of Federation of Ethiopia and Global Affairs Canada, on 2nd February 2018.

Following the Inception Period (to 31 March 2018) preparatory work was undertaken with our major partners for implementing the AWP, and adjustments and additions were made to the PIP and AWP to reflect the input and requests of the PSC. This included extensive additional work on strengthening the Performance Management Framework.

Following approval of the PIP and AWP, the Forum worked to establish the management structures necessary for project implementation, such as the Technical Advisory Committee and Working Groups for (1) IGR and (2) Fiscal Federalism.

Programming areas that were advanced in 2017-18 are:

- Training and consultations were conducted with senior parliamentarians in relation to finalizing a new IGR law, the implementation of which will be a major focus of the project. The IGR Working Group was established and developed a common understanding of the next steps to be implemented in 2018-19.
- The PSC endorsed a proposal for IGR policy development to focus first on an IGR framework for Five Eastern Regional States' Cooperation, which aims to revitalize and strengthen horizontal IGR to address serious chronic conflict in this sub-region of the country.
- Other project components were advanced through meetings with major partners (primarily the House of Federation and Ministry of Federal Affairs), including initiating recruitment processes.



During this reporting period the protests, inter-group violence and political instability intensified significantly in Ethiopia. A second State of Emergency was invoked in February 2018 in wake of the sudden resignation of Prime Minister Hailemariam. Most observers were becoming increasingly worried about the ruling party's capacity or willingness to contain and reverse the violence, let alone address the underlying causes. Certainly, the grievances and foundational causes of the protests touch on major issues of federal governance, including various aspects of IGR, fiscal and other resource management issues, and respect for constitutional rights. This put the project in the position of potentially being of increased importance and urgency; on the other hand, by operating in a highly volatile period, the full impact on project feasibility was difficult to read. However, although referring here to events that occurred in the first days of the next reporting period (FY 2018-19), it is worth noting that on 2nd April 2018 the ruling party elected a new Prime Minister (PM) - Abiy Ahmed (Ethiopia's first PM of Oromo origin). He immediately announced and began to implement a radical series of reforms. While this has also created considerable risk and uncertainty, on balance our assessment is that this situation – with reforms promising a more inclusive and open political space and public accountability – represents a major opportunity for achieving the project's ultimate outcome.



Women's Leadership Project

The Governance Challenge

The substantial influence of women in the protests, which led to the unraveling of many highly centralized, undemocratic regimes in the Middle East and North Africa (MENA) region during the Arab Spring, has not led to a commensurate increase in the representation of female stakeholders in leadership and decision-making positions within MENA countries. This is largely a consequence of entrenched political and cultural contexts which continue to marginalize women within political, civil society, and public spheres. Furthermore, the political and institutional inadequacies which exist in MENA countries have been influenced significantly by these traditionally restrictive power structures and have contributed to women's political inexperience and lack of political access. Thus, women are unable to influence decision making on political, social, and economic issues which directly impact their lives and/or are relevant to their interests.

The Forum, through consultations with key stakeholders, fact-finding missions and desk research, found the deficit of women in leadership positions to be especially detrimental to the development of gender equality in the MENA region, particularly as women's empowerment is often a vector for broader social, political, and cultural change. The marginalization and insufficiently full participation of women in the development of their countries prevents the interests of all groups in a given society from being addressed, and decision-making consequently does not reflect the will of the people. Furthermore, a lack of female participation in roles of influence inhibits the development of the democratic systems which are essential to fostering sustainable development in the region.

A previous short-term regional project implemented by the Forum in several MENA countries demonstrated the need for a more robust women's leadership initiative in the region. Targeting Jordan, Tunisia, Yemen and Libya, this initiative organized workshop and dialogue events for parliamentarians, senior administrators, and civil society leaders. Participants expressed the need for a targeted and extensive initiative that would support women's leadership in the above-mentioned countries and the MENA region more broadly.

As part of the Government of Canada's commitment to advancing gender equality and good governance in the MENA region, the Forum was selected as the preferred partner as a consequence of its identification of the existing challenges/needs of stakeholders and its previous gender-focused work in the region. The Forum selected Tunisia, Morocco, and Jordan as the target countries for its MENA Women's Leadership project.

The Forum's Intervention

In the initial stages of development, the Forum contracted national consultants to conduct information gathering activities on the general political, economic, social, and cultural conditions of each project target country. Subsequently, national consultants were hired to undertake a more focused (preliminary) assessment of the women's leadership and gender equality environment in each respective country, based on the intended goals of the project. Drawing on the findings of these reports, the Forum selected strategies

which accorded with national development plans and priorities. The assessment also helped the Forum to plan the inception missions in each country and determine which government ministries and bodies and other organizations to meet with during this activity.

The scope of the inception missions covered: the historical context and current situational analysis of gender equality and women's issues; country status/rankings according to international indicators and indexes; country status in their adherence to international conventions on women's issues and gender equality; identification of national strategies and their impact on women (with historical context); past and ongoing initiatives on gender and women's issues; validation with key ministries; meeting/consultation with key local and national stakeholders; identification of experts and personnel that could advance the project in the three target countries; and establishment of contact with local, national and international organizations (especially those working with women and on women's issues).





Alongside exposing the Forum to existing national strategies addressing women’s leadership, gender equality, and other gender-related issues, these fact-finding missions also allowed project staff to identify the government institutions vested with the responsibility to realize the numerous strategies. The Forum found a huge civil society presence in the target countries – with many groups focusing on women’s empowerment in various facets of society. The Forum met with potential partners and experts (local, regional and international) to gauge their capacity to work on the project. The preliminary research activities also enabled the Forum to gain an initial sense of the most appropriate target groups/beneficiaries for the initiative.

On the basis of the knowledge derived from its fact-finding missions, and after requesting concept notes from potential implementing partners, the Forum developed suitable overarching and country-specific strategies and approaches needed to advance inclusiveness in Jordan, Morocco, and Tunisia. As the Forum has previously implemented development assistance activity in Tunisia, it already had a substantial footing in the country. The Forum drew upon its Tunisian network in the design of the intervention. In Jordan and Morocco, the Forum used its local focal points and information gathered during the inception missions to develop the required strategies and approaches. The overall strategic approach is based on four underlying principles which are also inherent in the project’s Logic Model:

- Provision of leadership skills training to enhance the leadership capacities of women.
- Facilitation of networking between the targeted female stakeholders and established women leaders to enable leadership knowledge transfer and sharing of experience.
- Development and dissemination of information/learning materials to foster increased awareness of women's leadership and empowerment amongst women and men.
- Enhancement of the capacity of local organizations and actors to train and impart knowledge in women's leadership and empowerment to fellow citizens.

The target beneficiaries and intermediaries of the project include: women leaders and select established female stakeholders; youth and aspiring female leaders; men and women of the general public; and select local actors (institutions, universities, civil society organizations, and political parties).

Project Activity 2017-2018

The implementation phase of the project began in the final quarter (January-March) of the 2017-2018 fiscal year. The major focus of 2017-2018 was finalizing the Project Implementation Plan (PIP) and registering the Forum in the three target countries. As the Forum had previously operated in Tunisia, the registration process was faster there than in Morocco and Jordan. This enabled project activities in Tunisia to begin in the last quarter of the year.

Tunisia: The project delivered seven training sessions to a variety of beneficiaries – 33 current women leaders and 71 potential women leaders/students (a total of 104 training beneficiaries). Some of the participants included women in political parties, members of Tunisia’s Conseil des Pairs pour l’égalité des Chances entre Les Femmes Les Hommes, and Master’s students at the Faculty of Law and Political Science of the University of Sousse. The topics generally covered in the training sessions include: Leadership styles, Self-esteem, Local governance, Decentralization, and Gender mainstreaming. Participants were from various regions in Tunisia.

Two syllabuses on women’s leadership were developed and delivered to 50 Master’s students in the Faculty of Law and Political Science of the University of Sousse. Nine web reports on project activity were published, and 150 brochures promoting the project were distributed to various stakeholders. One training of trainers (TOT) training module on women’s leadership was developed. The Forum also organized a brainstorming session for its regional study on Jordan, Morocco, and Tunisia, to be undertaken by the Centre of Arab Women for Training and Research (CAWTAR).

The Forum facilitated the transfer of knowledge to beneficiaries in Tunisia through its partners, notably Aswat Nissa and the Conseil des Pairs pour l’Égalité des Chances entre les Femmes les Hommes (CPE).





Morocco and Jordan: The Forum's registration in both countries was approved later than anticipated and therefore no activity was implemented in the 2017-2018 fiscal year. However, Memoranda of Understanding (MOUs) were signed with implementing partners in preparation for implementation of activities in the following fiscal year (2018-2019).

As a result of the activities implemented in the MENA women's leadership project, the targeted stakeholders were the 20 Tunisian female members of parliament that participated in the activity delivered in collaboration with Aswat Nissa in Tunisia. Project participants indicated a high level of understanding following the acquisition of new knowledge through taking part in activities. Data analysis of pre- and post-activity questionnaires revealed a significant increase in the levels of understanding among participants who initially stated they had little to no knowledge of the focus topics, but subsequently indicated a high-level of understanding after taking part in the training. The knowledge increase was fostered in the following areas: Decentralization and constitution; Municipalities: framework and operations; Municipal Budgets; Role of the municipal councillor and rules of good conduct; and Inclusive governance. Similarly, the analysis of the post-activity questionnaires distributed revealed a willingness by 100% of participants to share the knowledge with those in their sphere of influence and active members of their political parties.

While it is too early to state definitively how participants and stakeholders are applying the knowledge acquired in the exercise of their functions, the following quotes from participants of the training activity implemented in Tunisia in 2017-2018 indicate a willingness to do so:

"I'm going to do a simplified training for young people and rural citizens so that my fellow citizens know the prerogatives of the city Council."
(Baya Kmaissa)

"I want to make citizens aware of the tools of access to information and encourage them to seek accountability from state institutions, change mentalities [on women's political inclusion] and general awareness." (Raida Zouari)

"I will conduct the Ettakatol training on decentralization. [This will prepare us] for the Municipal elections."
(Arij Mgarrech)

"My goal is to share knowledge with members of my political party and apply them after the municipal elections." (Takwa Ghanjati)

"Sharing knowledge with my Local office." (Amira Ammamou)

This suggests a readiness among participants of the Forum's MENA project to pass on their newly gained knowledge to others. The Forum is confident that when activities begin in Jordan and Morocco and further expand in Tunisia in 2018-2019, this trend will strengthen.





Myanmar

The Governance Challenge

The Forum's Supporting Decentralized Governance in Myanmar program aims to contribute to enhanced federal democracy, stability and inclusiveness in Myanmar. This is in accordance with the political ambitions of major stakeholder groups in the country, including the Government of Myanmar (GoM), Ethnic Armed Organizations (EAOs), political parties and civil society. The Tatmadaw, Myanmar's military, has also declared federalism to be a viable option for the country.

While the current constitutional framework (the 2008 constitution) provides for federal elements, it still emphasizes strong centralization in terms of political, financial and administrative governance. In order to establish "genuine federalism", as stipulated by the EAOs and the ruling National League of Democracy, the country needs to further decentralize/federalize.

However, various constraints currently inhibit the establishment of federalism: limited understanding of federalism among elected MPs, government officials and the general public; inadequate knowledge about the experience of other countries with federal systems; limited awareness of the importance of greater engagement of women in the political process; and a lack of the practical tools and approaches required to advance related reforms. Building a federal system in Myanmar also touches on sensitive issues such as constitutional reform, the sharing of natural resources, and the role of "minorities within minorities". In general, the capacity of stakeholders in Myanmar to address governance questions remains low and misconceptions about political ideas such as federalism are commonplace.

Furthermore, the Rakhine crisis and the exodus of an estimated 700,000 Rohingya to neighbouring Bangladesh dominated the political agenda in Myanmar from August 2017. This completely occupied government attention and put efforts to move forward with the peace process – which is closely interlinked with the discussions around Myanmar's state structure – (temporarily) on hold. Increased tensions and conflicts between the Tatmadaw and non-signatory EAOs, as well as some National Ceasefire Agreement (NCA) signatories, also contributed to delaying the peace process, and made implementing program activity more challenging.

The Forum's Intervention

This program is based on the assumption that in order to realize federalism in Myanmar, two conditions are necessary:

1. Firstly, federal principles need to be integrated into government policy. The current constitution provides some space for decentralization and there are opportunities in various policy fields to start practicing federalism to some degree.
2. Secondly, civil society and the people of Myanmar need to be engaged in the discussion about a future federal state structure in Myanmar.

As part of this program, in June 2017 the Forum hosted a high level-delegation on a federalism-learning study tour to Canada. The delegation included H.E. Aung San Suu Kyi, State Councillor and Foreign Minister of Myanmar, as well as senior representatives from the Government of Myanmar, the Military, and Ethnic Armed Organizations. To support the discussion on federalism in Myanmar, the delegation requested:

Supporting

Myanmar's

Transition

to

Democracy

and

Devolved

Governance

- support to the members of working committees of the Union Peace and Dialogue Committee (UPDJC) in preparation for negotiations/upcoming peace conferences;
- further capacity building for those involved in the peace process;
- practical support in developing the foundations of federalism and assisting in the rollout of decentralization policies;
- building/increasing local capacity on issues such as fiscal matters, land reform, resource sharing, the role of subnational constitutions in federal systems, and building a national army;
- continuation and expansion of the Forum's federalism education and awareness raising efforts in Myanmar through public sector education.

In light of these requests, as well as the recommendations of the formative (mid-term) evaluation of the program that was conducted over summer 2017, the Forum undertook substantial efforts to adapt its programming approaches. The program also tailored its approach to reflect the changing political dynamics in the country.



Program Activity 2017-2018

Overall, in 2017-2018 the Forum made effective progress in delivering program activities and working towards the expected outcomes. This was achieved under challenging political conditions, particularly the ongoing Rakhine crisis and its growing international repercussions.

Despite challenges at the political level, the Forum was successful in implementing its activities as planned. The Forum regularly consulted with and reported to key stakeholders about its activities - particularly the Chair of the Peace Commission, Dr. Tin Myo Win and delegates of the June study. It also concluded a Memorandum of Understanding (MoU) with the Union parliament (the Pyidaungsu Hluttaw) in February 2018 to support the legislature on federalism issues.

The Forum's approach in sharing international experiences, particularly from the Southeast Asian region, as opposed to presenting 'blue-prints' for a federal model, has been conducive to program implementation. The even-handed approach taken in reaching out to all stakeholder groups was notably reflected in the composition of the study tour, which included participation from representatives of all the major stakeholder groups involved in the peace process. In follow up activity to the study tour, the Forum worked with GoM entities such as the Union Attorney General's Office. It also played a crucial role in preparing and organizing the "Diversity Conference", which was initiated by the Union Ministry of Information and held in December 2017. The program continued to reach out to EAOs and responded positively to requests to support the Shan National Dialogue and train Karen National Union (KNU) officers in a five-day Training of Trainers (ToT) course. The Forum further mandated two of its international experts to comment on draft federal principles developed by the Technical Support Team of the Peace Process Steering Team (PPST) of the NCA signatories, which were to be discussed at the next Union Peace Conference. Steps were taken to ensure that these comments were provided anonymously.

The key programming milestones of the 2017-2018 fiscal year were:

The successful implementation of the high-level multi-stakeholder federalism learning study tour to Canada from June 2 – 12, 2017, which included the participation of the State Councillor. Follow up activity to the study tour was comprised of:

- Federalism capacity building for the Union Attorney General’s Office (February 2018).
- Support to the peace process/political dialogue in Shan State (in collaboration with the Committee for Shan State Unity (CSSU)), and support to the KNU through a federalism ToT.
- Continued preparations for the provision of technical support on fiscal federalism/ equalization to the Ministry of Planning and Finance.

The Forum commissioned a Formative Evaluation of the program, conducted by Dr. Clive Grace in the period July – September 2017, and began to operationalize its main recommendations:

- Revision and strengthening of the program’s gender strategy, including piloting its implementation.
- Development and piloting of a programming component on diversity management and inclusion in federal systems, with a special focus on Rakhine State.



As of March 2018, the Township Training component of the program was nearing completion (Mosaic Myanmar, one of the Forum’s local implementing partners, was scheduled to complete its Township Training activities in April 2018). Since program inception, a total of 11,194 community leaders (69% male, 31% female) have been trained on federalism in 236 workshops. These workshops were delivered by local trainers who had successfully graduated from the Forum’s ToT program. The Forum also continued to provide trainings to the State/Region Hluttaws (Bago Region Hluttaw in October 2017; Sagaing Region Hluttaw in February 2018).

This program, funded by Global Affairs Canada, ran from 2016-2018 with an overall budget of \$4,975,000 CAD.



Pakistan

The Governance Challenge

The Local Government Act of 2013 mandates the devolution of political, fiscal and administrative power to local councils in Pakistan. However, in spite of the Constitutional and legislative mandate, establishing effective local governance has been a significant challenge. In Khyber Pakhtunkhwa (KP), implementing capable provincial and local government administration has proven difficult in a polity with little experience in power and resource sharing.

Key amongst the challenges is the effective devolution of power and implementation of coordinate development planning processes among these two levels of government. Developing the capacity to integrate multiple priorities at multiple levels poses various difficult questions for those tasked with ensuring coordination within the multilevel system.

In Pakistan, the challenges in establishing coordinate, functional, participatory and transparent planning practices stretch across a number of departments, at both the provincial and local levels. Fundamental to the implementation of effective development planning in Pakistan is the role and function of key provincial and local level institutions which play various roles in the planning process under the Local Government (LG) system. These institutions - the Provincial Planning and Development Department (PP&DD), the Finance Department, and the Local Government Elections and Rural Development Department (LGE&RDD) - need to define their roles and responsibilities and create guidelines for a coordinated approach towards planning, implementing, and monitoring/evaluating development processes.

The Forum's Intervention

The Forum of Federations has been active in Pakistan since 2009, delivering substantial programs in support of reform and to strengthen federalism. The Government of Pakistan became a partner of the Forum of Federations in 2012.

In early March 2015, the Forum's Asia Director met officials from the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH country office in Pakistan. At this meeting, GIZ's Pakistan governance team outlined its Support to Development Planning (SDP) Project in Khyber Pakhtunkhwa (KP). A principle goal of the SDP project was to provide comparative experiences and practices in coordinate development planning.

During the meeting the Forum outlined the practices of several countries within its network and indicated that it could assist the project in providing a road map for better coordinate practices in development planning. GIZ requested the Forum provide training through an exposure tour and the subsequent dissemination of key lessons in KP.

Drawing on its experience and knowledge of federal and intergovernmental practices, the Forum provided an assessment and advice on how the challenge of implementing coordinate development practices could be addressed.

The Forum conducted research into the legislation, governance structure and political context of development planning in Pakistan. It consulted extensively with SDP participants on their roles and challenges and further with GIZ representatives. The Forum drew on the knowledge of local government development planning experts from South Africa and Australia. The South African lead provided a guide on the entire development planning process and the development planning partners.

The Forum's research in comparative practices and experiences in South Africa suggest that a coordinate approach to development planning is one of the more effective means of implementing development plans. Plans made in isolation from other government jurisdictions and departments are less likely to be accepted or implemented.

The project sought to promote effective inter- and intra-institutional coordination across multiple departments and multiple spheres of the government. The project focussed on South Africa's coordinated planning approach to provide an informative comparison. Implementation of an exposure tour to South Africa would enable participants to observe, develop and pilot suitable approaches in coordinate planning, and facilitate the design of practical measures/trials to be trialled in Haripur and Nowshera, KP.

The Forum drew on the experiences of its network in South Africa and Australia in the execution of the tour. The implementation team consisted of the Forum's Asia Director and local government experts from South Africa and Australia: the Director of the Dullah Omar Institute from South Africa; and the Director of the Institute for Public Policy and Governance (IPPG) from Australia.

Support to
Development
Planning
in the
Khyber
Pakhtunkhwa

Project Activity 2017-2018

The Forum provided a project roadmap. The SDP project involved the implementation of the following components in Pakistan and South Africa:

- Plan/design exposure visit and oversight of the whole study visit;
- Orientation – Peshawar, Khyber Pakhtunkhwa (9-16 January 2017);
- Exposure visit – South Africa (4 -16 February 2017);
- Provide technical backstopping during the exposure visit and articulate learning;
- Support in planning and monitoring of innovative learning and pilot-based approaches/measures in the KP Local Government system that could pave the way for a transparent and effective coordination mechanism for development planning;
- Reflection workshop on pilot measures developed – Peshawar, Khyber Pakhtunkhwa (17-21 April 2017).

Ten officials participated in the SDP project: Mayors from local government in KP; officials from PPⅅ the Secretary of KP Finance Department; and officials from LGE&RDD. The Forum's team consisted of two men and one woman, while the GIZ team consisted of two men.

The project aimed to achieve the following outcomes:

- Increase in effective, inclusive and transparent coordination in development planning, budgeting and financing between provincial and local officials in Haripur and Nowshera, KP;
- Strengthened sub-national planning capacity;
- Strengthened service delivery capacity;
- Strengthened citizen engagement.

Activities and Outputs

Orientation in Peshawar, Khyber Pakhtunkhwa, Pakistan

The Forum's SDP Team lead Phillip Gonzalez and international expert Roberta Ryan (IPPG) provided an orientation session for participants taking part in the exposure visit to South Africa.

Exposure Visit to South Africa

Jaap de Visser, the team's South African governance expert, led the exposure tour in the country. The delegation, consisting of provincial and local level leaders from KP, visited for 10 days to learn first hand about South Africa's coordinate planning system. The Pakistani representatives travelled to Pretoria, Johannesburg and Cape Town.

Produce Reflection Workshop Report

This report documented discussion themes, engagements of the key stakeholders, proposed measures, recommendations for their implementation (trials), and the lessons learned from the exposure tour.

Formulate Small Pilot Trials

The pilot trials strove to implement practical steps, clear responsibilities, and develop outputs for coordinate practices in the delivery of services in Haripur and Nowshera. Throughout the course of the project, the SDP team worked closely with the participants to identify and test pilot trials to improve and better implement coordinate development plans in KP.

Subsequently, participants were able to define their roles and responsibilities and develop guidelines for a coordinated approach to planning and implementing services, as well as monitoring and evaluation processes under KP's Local Government system.

SDP project participants developed three measures in support of coordinate planning practices. The participants benefitted significantly from learning about the legislation, guidelines, and key processes in South Africa. The exposure to South African, and other international practices, informed the development of the KP coordinate planning mechanisms.

Through their participation in the SDP project, the beneficiaries came to understand that establishing a functional local level of government and a coordinated approach to development planning would enhance transparency in the decision-making process, as well as improve the potential of government agencies to deliver services to citizens.

It was the exposure to, and comprehension of, comparative coordinate planning practices, particularly those used in South Africa, that aided SDP project participants to develop three trial measures:

- Creation of a Technical Working Group or Integrated Development Planning (IDP) Committee to coordinate IDP planning;
- Provide for IDP Committee function within the district development plan (DDP's). This measure was to be incorporated within the existing training and drafting process of DDPs;
- Creation of a Local Government Association; this type of association would be fundamental to training and coordination primarily at the local level.

Trial measures were subsequently deployed in Haripur and Nowshera in KP. The development of these trials marked the overwhelming success of the SDP project. Importantly, their implementation demonstrated the successful increase in knowledge and understanding of coordinated development practices in a multilevel system of government among the target beneficiaries. The output effects from these practical trials will be evaluated to determine their potential for subsequent institutionalization.



The Philippines

The Governance Challenge

Insurgency and ethnic conflict are significant concerns in the Philippines. Various attempts to ameliorate the underlying causes of conflict in the Philippines have failed to successfully address the tensions due to a combination of different factors.

At present the Philippines is embarking on two simultaneous tracks, federalism and the Bangsamoro basic enabling law (BBL). Both tracks seek to devolve governmental autonomy as an appropriate response to the long-running conflict between government and minorities in the country.

There is support for a new federal Constitution in the Philippines. However, there are many who believe that given the political capital and window that the current administration possesses, the government should focus on realizing the provisions of the BBL.

Various processes are being undertaken to discuss this devolution of governmental authority in the Philippines, beginning with the Senate of Philippines Consultative Committee (Con Com) which was convened in the early part of 2017. Subsequently, the Constitutional Assembly (Con Ass) will debate the development of a federal Constitution and the potential for shifting the country to a federal model through a plebiscite.

The Consultative Commission, appointed by the President (and comprised of 24 prominent Philippines political, cultural and academic leaders) reviewed the 1987 Constitution as well as a possible shift to a federal system of government. This review sought to address the ethnic and territorial tensions that exist within the archipelago via constitutional amendment. The Con Com is further tasked with producing a draft of a potential new federal Constitution for the Philippines.

There is, however, a great deal of uncertainty about what a move to a federal system could mean for the country. A recent survey conducted in the Philippines of perceptions on a shift to federalism revealed that awareness of and support for a federal system of government is highest in Mindanao and among Muslims (Social Weather Stations survey, March 2018). Whilst only 37% of those surveyed support the move to a federal system of government, at the same time only one in four Filipinos are even aware of what federal models entail. There remains much work to be undertaken in explaining federalism to Filipinos.

The Forum's Intervention

The Forum has been active in the Philippines for around a decade, and it has established strong ties with many stakeholders drawn from across the political arena, CSOs and international organizations. In light of its engagement in the country, the Forum was invited to participate in an international conference in Manila to discuss Australian Federalism and approaches to addressing social divides. At the margins of this event the Forum was asked to contribute to a joint program being implemented by the Asia Foundation and Australia's Department of Foreign Affairs and Trade. The Forum was requested to establish an international advisory team to be deployed at key times during key consultations - such as the Consultative Committee and similar processes.



Support
to the
Peace Process
in the
Philippines - Federal
Studies
in the Philippines

This program, the Coalition for Change (CfC), sought to achieve a number of objectives, one of which was to provide comparative information on federal systems of government and key aspects of federal governance. It is important to note that Forum activities in the Philippines did not advocate for a shift to a federal system of government. Rather, the engagement in the CfC was purely educational, and designed to ensure that key influencers and policy makers were better informed on the structure and function of federal systems of government.

The Forum was asked to provide comparative information on federal systems relative to the structure of the Philippines' political, legal, economic and governance structures. As such, the Forum conducted extensive research into these issues and questions. It also engaged in on-the-ground stakeholder consultation, local partner liaison, and situational analysis when the Forum's Asia Director was in the Philippines.

Following its analysis, the Forum collaborated with CfC partners to develop its interventions in the Philippines. These were designed to facilitate the greatest possible access and impact on key decision makers involved in the debate around a possible shift toward a federal system. CfC engagements are intended to contribute to the public discussion on the reform of central-local relations (including federalism).



Program Activity 2017–2018

The Forum was to provide technical support and policy input to the process e.g. to members of the Con Com/ Congress of the Philippines/Constituent Assembly/Senate of Philippines. Stakeholders would receive training in the following areas:

- Federal Constitutions
- Federalism and Devolution
- Managing Transition and Enabling Mechanisms
- Fiscal Federalism
- Natural Resource Management
- Intergovernmental Relations
- Federal Judicial Systems and Reform
- Regional and Local Government

The program produced four outputs:

1. Occasional Paper on Multilevel Government in South Africa, Ethiopia and Kenya - June 2017

As the Philippines weighs its options for constitutional reform, this paper compared three recent transitions to multilevel governance. The electronic publication is hosted on the Forum website and has been shared through the organization's social media platforms (Facebook and Twitter). To date the paper has reached 17,595 people, 16,516 of which reside in Manila.

2. Expert Participation in a Conference on Judicial Institution Building and Reforms - November 2017

At this conference, which was organised by PDP Lapan Federalism Institute in collaboration with the Philippine Centre for Islam and Democracy, the Forum provided two experts to detail judicial institutions and reform issues in multilevel systems from Australia and Germany.

3. Intervention on Multi-level systems of Government: Structural Features and Intergovernmental Relations – May 2017

This activity was attended by the members of Con Com and its support staff, as well as senior leaders from the Department of Interior and Local Government (DILG), leading academics and leaders from civil society. The event explored a topic often neglected in constitutional design – consideration of how different levels of government interact with one another in order to bring about a functioning democracy. The Forum provided five case studies for participants: Canada; South Africa; Spain; India; and Nepal.

The event was a timely message to Con Com and other officials that intergovernmental relations (IGR) cannot, in a modern-day society, be left to spontaneous and sporadic developments and meetings. IGR must: be planned, structured and pursued with the intent to ensure the different organs of government are interconnected; support the pursuit of common policies; and create fora which enable different levels of government to meet on a regular basis and with a clear agenda.

Con Com members found it very useful to have experts from various countries available to respond with first hand experiences. The panel discussions enabled experts and Con Com commissioners to comment and interact with each other on issues of concern related to the work of Con Com. The event was a success and well attended by around 60 participants, including Con Com members and others who indicated the enormous benefits of the intervention.

4. Intervention on Managing Decentralized Transition – June 2017

This activity was designed to address the many requests made by the Con Com for information on managing transition. It provided information more grounded in an understanding of the structural and institutional features of a federal/decentralized system. The Forum provided case studies from three jurisdictions: Australia; Brazil; and Kenya.

The event was divided into two sections, with the first describing ‘the political story of transition’. The second section depicted the structural/administrative elements of transition to a decentralized system. Senior members of the Con Com were eager for insight into these practices and other questions relating to federal governance. Approximately 60 participants attended this activity, including Con Com members (approximately 10), senior government officials, Con Com support staff, academics and civil society. All targeted stakeholders indicated a substantial increase (50%) in their knowledge of areas of federal governance addressed by the program interventions. The publication produced was widely received and appreciated for the insight its content provided.

Of the four activities conducted, two major activities were implemented in collaboration with the DILG, the Centre for Federalism and Constitutional Reform (CFCR) and the Asia Foundation. These specific events were held to support the work of the Con Com. The Forum’s engagement with Con Com has had a direct impact on the work of the Con Com members and supported the development of a draft Constitution. This draft now contains articles related to IGR and IGR platforms whose importance to the function of a federal or a decentralized system were hitherto not completely understood and perhaps under-appreciated.

More broadly, the Forum’s engagement in this program involved stakeholders from many sectors, and its impact has directly contributed to the discussions taking place in the Philippines on the key issue of reform of central-local relations.



Somalia

The Governance Challenge

Somalia became the first textbook case of state failure in 1991 in the immediate aftermath of the collapse of the Soviet Union, of which the East African nation had been a client state. The human toll over the following two and a half decades has been devastating for Somalis in terms of the lives lost to violence and famine, the instability caused by high levels of migration and emigration, and the extreme deterioration and virtual disappearance of all the basic ingredients of public administration, such as services, civil service, security, and infrastructure. The year 2012 marked a major departure when the Provision 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 other salient issues) to be negotiated and settled in a final constitution, originally planned for 2016.

Across the board, the process of establishing the basic tenets of a nation state has been slow and painstaking, due largely to systemic weaknesses that are symptomatic of severe state fragility – a lack of basic institutions of governance, low levels of trust, severely low levels of political and technocratic capacity, and very high levels of insecurity. The latter is due to the presence and ongoing activity of the al-Qaeda affiliated terrorist group, Al Shabaab, which still controls significant territory in Somalia.

An ongoing tug-of-war between federal and state levels (and by proxy between clans) is a natural and expected feature of any ongoing transition, and even more so in Somalia - the world's prototype failed state. There are very powerful forces supporting centralization or decentralization of power; more importantly, the "federal discourse" in Somalia needs to move away from this zero-sum approach. Regular conflict and political crisis, punctuated with negotiated/mediated solutions, is likely to be a prominent feature of the Somali political climate in the foreseeable future. Minimal progress on establishing trust in and developing a fundamental institutional basis for key aspects of the federal system will be critical (necessary albeit not sufficient) to avoid a reversal of fortune for this highly vulnerable country. This is a necessary enabler for sustainable progress on all security and developmental fronts. The Forum's previous work in Somalia has focused on building the capacity of stakeholders in the country to develop and implement an effective federal system.

The Forum's Intervention

The Forum has been involved in Somalia since 2013, initially as part of a broader East Africa regional program with the Intergovernmental Authority for Development (IGAD), which included participation of senior Somali federal government officials and parliamentarians. In 2016, the Forum delivered a short-term program funded by Canada: Building Capacity for Federal Governance as a Source of Peace and Security in Somalia. The core of this short-term project was two workshops that included federal and state government representatives as well as academics, civil society and women leaders. Incorporated into these workshops were exercises to help identify priorities for Forum programming in Somalia, which acted as an excellent base for future program development. Later in 2016 the Forum joined another international organization, Conflict Dynamics International and the Somali organization, SOYDEN, as partners in what became a 5-year €6.5 million project, Political Accommodation and Pluralism in Somalia. During the project inception period, the partners conducted extensive consultations, collected baseline data and designed further details for the implementation of the initiative.



Political Accommodation and Pluralism in Somalia

The intended ultimate outcome of the Political Accommodation and Pluralism in Somalia project 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 (IGR). The project will provide a combination of research, training, technical advice and dialogue on a range of federal governance issues with a major focus on distribution of powers and IGR. The activities are centered on and fall into one of three broad categories:

- Deep training for senior federal and state senior decision makers, their advisors and influencers representing key interest groups, including women, to help develop consensus on the design of distribution of powers and IGR arrangements.
- Training, dialogue and awareness raising among Somalia's wider political influencers, including civil society and thought leaders, on the same topics, as well as increasing capacity for local organizations to deliver their own awareness and dialogue programs on federal governance to their own respective constituencies.
- Support to practical technical issues (e.g. legal and administrative issues, institutional design, training, etc.) related to implementing the newly agreed distribution of powers and IGR arrangements.



Project Activity 2017-2018

In this reporting period (1 April 2017 to 31 March 2018), there was a relatively low level of activity due to the lack of clarity which existed in the Somali political environment until after national elections and subsequent formation of the new government.

In fiscal year 2017-18 two activities were implemented under the auspices of the project:

- Project Launching Workshop: Envisioning Somalia's Federal Structure (Mogadishu, May 2017). This brought together prominent non-government Somali "thought leaders" to learn more about comparative federal theory and practices, their possible relevance to Somalia, and strategies for influencing the future decisions of political leaders.
- Seminar on Intergovernmental Relations for the Council of Inter-State Cooperation (Nairobi, January 2018). This brought together senior advisors from all the federal member states to improve their understanding of IGR options, how IGR works with broader constitutional arrangements and political dynamics, as well as conflict management and good governance.

By early 2018, some major issues had begun to be clarified with regard to how the project can have the best possible influence/impact with federal and regional governments, parliaments, and non-state actors.

Activity will "heat up" significantly in early 2018-19. Key will be the provision of support to the recently created Council for Inter-State Cooperation (CIC) and the Federalization Negotiation Technical Team that has been established to make recommendations on major federalism issues needed for transformation of the Provisional Constitution (2012) into its final form. Work with civil society and other stakeholders will flow from this support in order to ensure maximum possible crossover of inputs/influence.

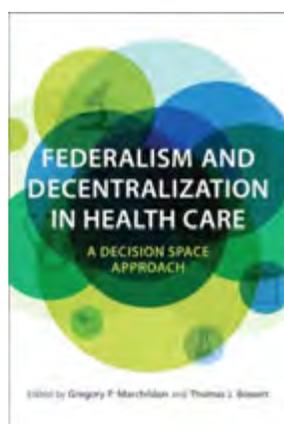
04

**PUBLICATIONS
AND
MULTIMEDIA**



Federalism and Decentralization in Health Care

Gregory P. Marchildon and Thomas J. Bossert (Eds.), University of Toronto Press, 2018



While health system decentralization is often associated with federations, there has been limited examination of the connection between federalism and the organization of publicly financed or mandated health services. *Federalism and Decentralization in Health Care* examines eight federations which differ significantly in terms of their geography, history, and constitutional and political development. Analysing Canada, Brazil, Germany, Mexico, Nigeria, Pakistan, South Africa and Switzerland, the book examines constitutional responsibility for health care, the national laws establishing a right to health care, the predominant sources and organization of public revenues directed to health care, and the overall organization of the health system in these countries.

In addition to these structural features, each country case study is subjected to a "decision space analysis" to determine the degree of health system decentralization. This involves an assessment of whether national and subnational governments have narrow, moderate or broad discretion in decision making relating to health system governance, access, human resources, organization, and financing. This comparative approach highlights the similarities among and differences between these federations.

The publication beneficiaries are academic experts, government officials, and practitioners in the field of health care and federalism in established federations and decentralizing countries.

OCCASIONAL PAPERS

In fiscal year 2017-2018, the Forum published four Occasional Papers. In a new approach, the Forum strategically advertised two of them to specific audiences in coordination with their launch, resulting in a significant increase in awareness of the papers among key stakeholders.

Occasional Paper 19: Coping with Diversity Federalism and the Return of History

Thomas O. Hueglin

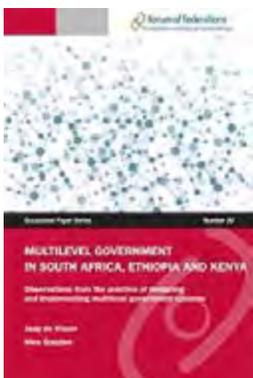


This paper argues that because the issues and conflicts driving difference and diversity will most likely transcend boundaries of divided jurisdiction, success or failure primarily depends on how governments are able to deal with overlapping or concurrent policy matters. This in turn very much depends on the availability of adequate formal or informal mechanisms for intergovernmental cooperation and compromise. Federal systems in general provide two mechanisms for such cooperation. One is bicameralism, which is based on the idea that the subnational entities of a federation should have some input into national legislation by means of a second legislative chamber. This is because national or federal legislation affects all citizens across subnational boundaries, and therefore also co-determines the policy framework within which subnational entities may govern autonomously.

Intergovernmental relations between the two orders of government in the form of executive federalism - formal or informal contacts among government leaders or ministers for the purpose of reaching joint agreement on policy making - constitute the other mechanism of cooperation. It is the process of figuring out, in other words, the boundaries between universal and particular responsibilities with regard to specific policy problems. The mechanisms and practices of bicameralism and intergovernmentalism vary greatly from one federal system to the next. This paper examines three classical models: The American presidential model, the Canadian parliamentary model, and the German council model.

Occasional Paper 20: Multilevel Government in South Africa, Ethiopia and Kenya

Jaap de Visser and
Nico Steytler



This paper aims to inform policy makers and stakeholders in the Philippines about the critical features and practical experiences of federalism and decentralization in South Africa, Kenya, and Ethiopia. The Philippines is currently considering revisions to its existing multilevel structure.

The description of the constitutional choices and subsequent experiences of the multilevel states addressed in this paper provides an opportunity for reflection on how other countries have sought and developed solutions to the multilevel governance challenges they faced. It is also intended to provide inspiration to those participating in the current discussions of constitutional revision in the Philippines. The primary focus of the analysis is South Africa, with additional observations drawn from the Kenyan and Ethiopian experiences.

The aim of this paper is not to provide a detailed overview of the system of multilevel government in each of the three countries. Rather, it highlights a number of key themes which may be of relevance to the debates in the Philippines. It examines how the themes affected each of the three countries and how each theme was addressed within the respective governance systems.

Occasional Paper

21: Gendering Federalism in India

Rekha Saxena



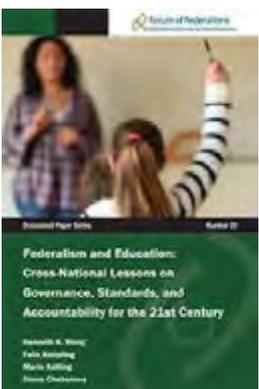
This paper seeks to explore the gendered impact of the Indian federal structure. Different aspects of federalism, such as intergovernmental relations, asymmetrical relations, and multi-level federalism and its impact on the way women's movements engage with the state structure, are discussed.

The impact of the three-tier federal structure is visible in the presence of women's organizations at all three levels of government. The multilevel federal structure can provide opportunities for women's organizations to engage in forum-shopping. It can also facilitate policy innovation and experimentation. Feminist scholars in India have paid little attention to the impact of federal arrangements on women's politics. Similarly, the huge body of literature on federalism has largely neglected the impact of federalism on women's politics. The debate on asymmetrical federalism in India has to date ignored the impact of asymmetrical federalism on women's politics. Despite the fact that strengthening of intergovernmental relations is necessary for the smooth functioning of cooperative federalism, it may have negative consequences for women's politics, as intergovernmental decision-making generally takes place behind closed doors and thus may not be accessible for women's organizations. This paper therefore represents an attempt towards gendering the federalism discourse in India. It aims to identify certain tendencies regarding the impact of federalism on women's politics. It seeks to explore the ways in which the women's movement negotiates and mediates the mesh of the multi-layered federal structure.

Occasional Paper

22: Federalism and Education: Cross-National Lessons on Governance, Standards, and Accountability for the 21st Century

Kenneth Wong,
Felix Knüpling,
Mario Kolling and
Diana Chebenova



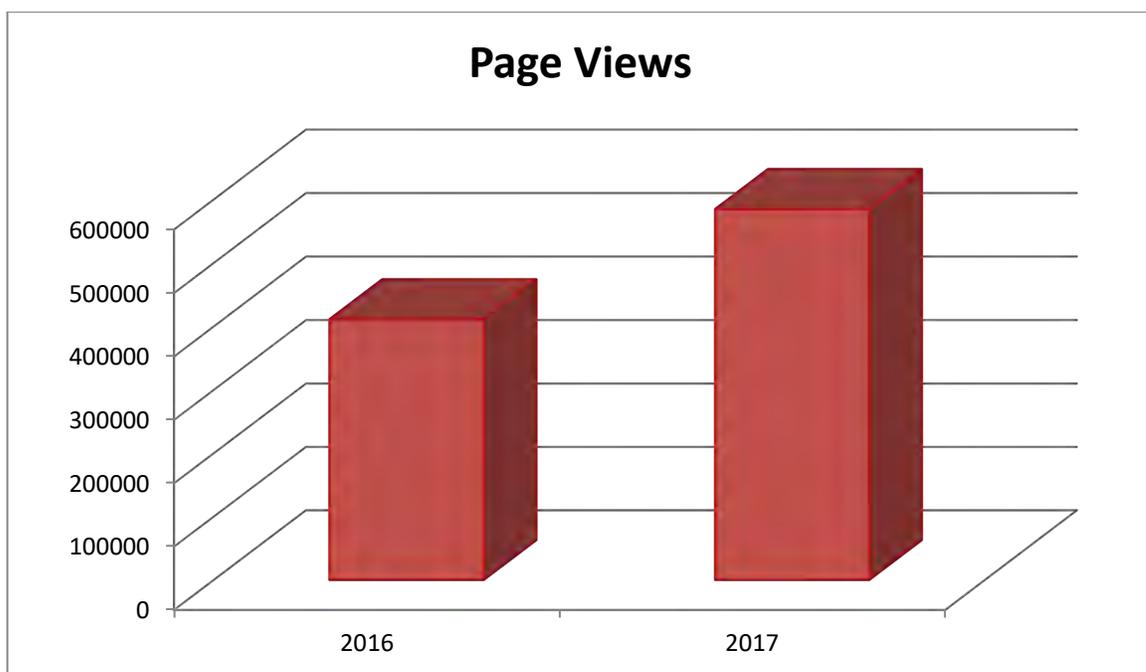
Federalism has played a central role in charting educational progress in many countries. With an evolving balance between centralization and decentralization, federalism is designed to promote accountability standards without tempering regional and local preferences. Federalism facilitates negotiations both vertically between the central authority and local entities as well as horizontally among diverse interests. Innovative educational practices are often validated by a few local entities prior to scaling up to the national level. Because of the division of revenue sources between central authority and decentralized entities, federalism encourages a certain degree of fiscal competition at the local and regional level. The balance of centralization and decentralization also varies across institutional and policy domains, such as the legislative framework for education, drafting of curricula, benchmarking for accountability, accreditation, teacher training, and administrative responsibilities at the primary, secondary, and tertiary levels.

Given these critical issues in federalism and education, this paper examines ongoing challenges and policy strategies in ten countries, namely Australia, Austria, Belgium, Canada, Germany, Italy, Spain, Switzerland, United Kingdom, and the United States. It aims to examine how countries with federal systems of government design, govern, finance, and assure quality in their educational systems spanning from early childhood to secondary school graduation. Particular attention is given to functional division between governmental layers of the federal system, as well as mechanisms of intergovernmental cooperation both vertically and horizontally. The paper aims to draw out comparative lessons and experiences in an area of great importance not only to federal countries but also nations moving towards a federal or multilevel system. The paper is an outcome of the Forum program on Federalism and Education.

WEBPAGE

The new Forum website is fully operational and approximately 90% of the archived material from the old website has been transferred to the new platform. www.forumfed.org hosts a massive and varied content archive including research papers, Occasional Papers, publications, videos, event information, and many other federalism and multilevel governance resources. This content archive is one of the key factors driving the high level of web traffic which has continued to increase on a year-on-year basis.

As the Forum continues to produce quality products, researchers and practitioners will be able to access most Forum content at no charge.



PODCASTS

This year, the Forum started creating video podcasts with the aim of featuring Forum experts and exploring relevant topics within the federalism and devolved governance sphere. The first video podcast featured Professor Andre Lecours and Professor Gregory Marchildon speaking about fiscal federalism and equalization policy in Canada. The podcast was made available on the Forum website and YouTube channel.

SOCIAL MEDIA PRESENCE

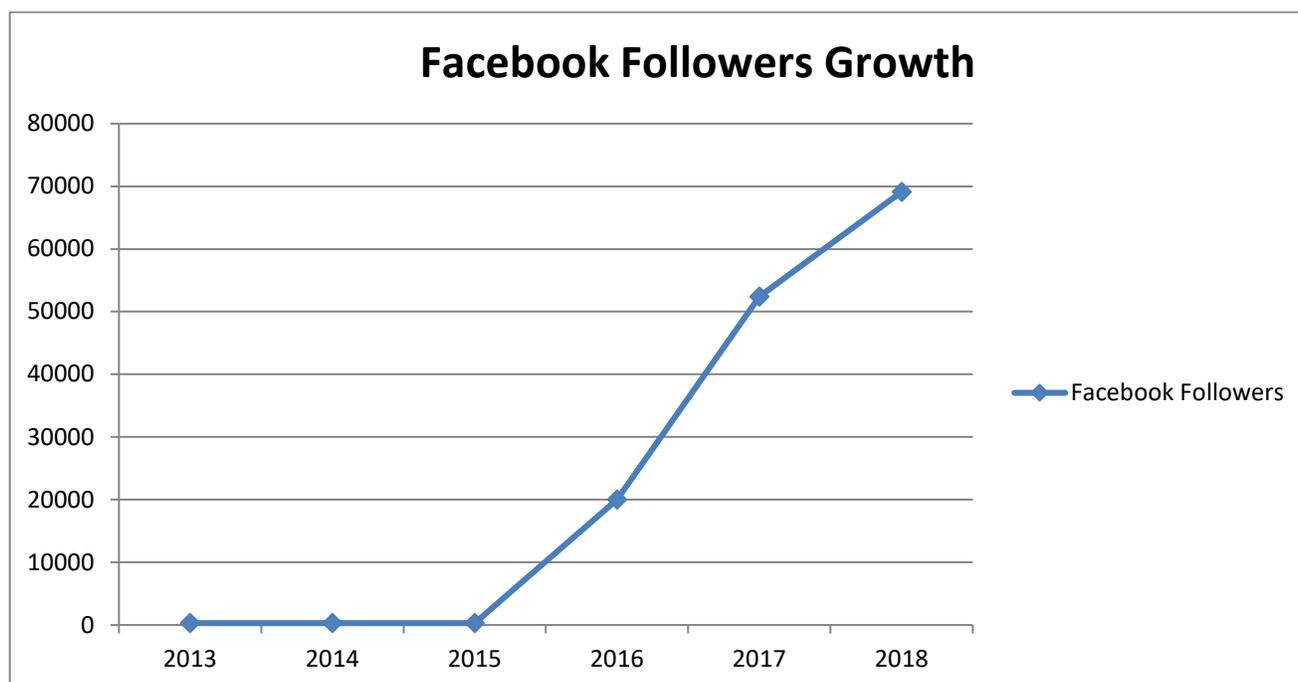
The social media re-launch initiated in 2015 has been extremely successful. The goals were to disseminate messages from and about the Forum more effectively, reach a broader audience, develop a large group of followers, increase awareness among civil society and stakeholders in countries in which the Forum works, and highlight benefits of our work.

Facebook

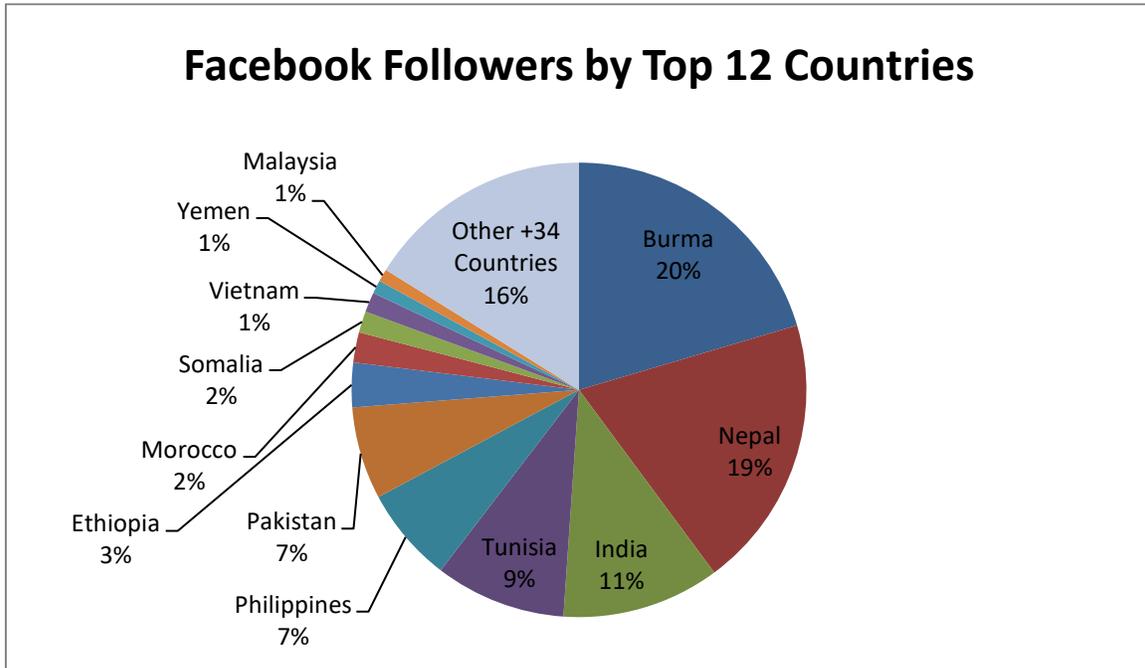
Main Forum Page

<https://www.facebook.com/forumoffederations/>

Since re-engaging fully with social media platforms in 2016, the Forum Facebook audience has grown exponentially from 300 followers to 69,131.



In 2017-2018, Facebook followers were primarily members of civil society in 46 countries around the world. Through Facebook, more than through other platforms, the Forum communicates its work directly to tens of thousands of citizens around the world who show a keen interest in inclusive and responsive governance, devolution and equality.



Myanmar Page

<https://www.facebook.com/forumfedmm/>

The Forum office in Myanmar has created a Facebook page for the Myanmar program. Over the past two years, it has amassed 16,600 followers, the majority from Myanmar. The page publishes all stories and updates in the Burmese language and generates significant interest from the local population.

MENA Page

<https://www.facebook.com/ForumMENAgender/>

Concurrently with the official launch event for the Canadian-funded MENA project in February 2018, the Forum created and launched a Facebook MENA page to exclusively provide updates on MENA project events and news. The Forum amassed a healthy following of 11,407 followers, approximately 60 percent of which are from Morocco.

Twitter

[@ForumFed](https://twitter.com/ForumFed)

The Forum's Twitter audience differs significantly from its Facebook audience and is primarily comprised of professionals from other NGOs, public servants, elected officials, key institutional operatives, and academics.

The Forum's twitter averages 20,000 impressions every quarter. Follower growth has increased on average approximately 32% per year since the online re-launch.

YouTube

https://www.youtube.com/channel/UC9-9BVw9_0LH5aemLj-690w

In recent years, Forum has produced several educational videos on federalism and decentralization, and other audiovisual products which are used in governance training. These can be viewed for free at the Forum's YouTube channel. The primary viewers of content on this platform are universities, which use the content in classes, and students and academics.

SHARING KNOWLEDGE

The Forum of Federations has produced hundreds of publications and research papers over the years. Most of these resources are free to access in the database of knowledge on the Forum website: www.forumfed.org

The Forum believes that sharing this knowledge at no charge as much as possible helps contribute to research, the development of better public policy, and ultimately, more inclusive and responsive governance. Using the search function or topic menu, a user can browse a vast array of reports and knowledge products on a variety of subjects relating to good governance, devolution and federalism. There is no membership fee to access and users are free to browse the catalogue and download the majority of resources in the database. Please consider making the Forum's information repository your first place to look for knowledge on multilevel governance.



Summary of Forum Activities 2017-2018

April 2017

7 ||| Forum Chairman Georg Milbradt and Vice President, Programs Felix Knüpling give presentations at a workshop entitled “The Distribution of Authority - German and Russian Federalism in Comparison” – Saint Petersburg, Russia

19-20 ||| The Forum implements a reflection workshop entitled “Support to Development Planning in the Khyber Pakhtunkhwa” – Peshawar, Pakistan

24-28 ||| The Forum, in collaboration with the Ethiopian House of Federations and United Nations Development Program, organizes and facilitates a study tour of Ethiopian governance practitioners to Canada. The visit is implemented to enable the representatives to learn about Canadian intergovernmental relations, accountability, regional representation, and constitutional interpretation – Ottawa, Canada

27 ||| The Forum, in partnership with the Nehru Memorial Museum and Library, implements a workshop entitled “Federalism and Health care Policy: International Lessons from India” as part of its developing project on Federalism and Healthcare Policy. The Forum was represented at the workshop by John Light, Senior Director and Vikas Kumar, Program Manager (India) – Delhi India

May 2017

3 ||| The Forum, in collaboration with the School of Political Studies at the University of Ottawa and Professor Andre Lecours, organizes a public lecture entitled “The Effects of Independence Referendums on Secessionist Dynamics” at the University of Ottawa – Ottawa, Canada

The Forum, in cooperation with the National Institute on Federalism in Mexico’s Interior Ministry, the Center for Municipal and Metropolitan Studies, the State of Queretaro, and the Embassy of Canada in Mexico, implements a one-day workshop entitled “Regional Workshop for Elected Women Mayors in Mexico” – Mexico City, Mexico

8 ||| The Forum implements a federalism workshop with civil society leaders in Myanmar – Sittwe, Myanmar

11 ||| Forum Vice President, Programs Felix Knüpling participates in a panel discussion on “Democracy Promotion in Developing Countries – Is It Useless?” – Zurich, Switzerland

11-12 ||| The Forum implements a federalism training workshop with members of the Irrawaddy Regional Parliament - Patheingyi, Myanmar

13-14 ||| The Forum implements a federalism training workshop with regional political parties and civil society leaders in Myanmar - Magway, Myanmar

25-26 The Forum, in collaboration with the University of Oxford, The Elcano Institute, Madrid, and the Scottish Centre on Constitutional Change, implements a conference focusing on federalism and secession – Oxford, England, United Kingdom

June 2017

3-9 ||| The Forum, in cooperation with the UK-based NGO Inter Mediate, organizes and facilitates a federalism-learning study tour to Canada for a high-level multi-stakeholder group from Myanmar – Ottawa, Canada

20-21 ||| The Centre for Federal Studies at the University of Kent, Canterbury holds a conference on ‘Devolution in England: International perspectives, politics and policy ideas after Brexit’. The conference is co-organized by the Forum, the Centre for Federal Studies, the James Madison Charitable Trust, and the Federal Trust – Canterbury, United Kingdom

26 ||| Forum President Rupak Chattopadhyay is the keynote speaker at an event entitled “Building federalism: International Lessons and Perspectives” – Nicosia, Cyprus

Forum Vice President, Programs Felix Knüpling gives a lecture entitled “Democracy and Federalism in Myanmar” at the Department of Political Science of Free University Berlin – Berlin, Germany

July 2017

20 ||| The Forum, in cooperation with the Under-Secretariat for Federative Affairs of the Brazilian Presidency, the Institute of Applied Economic Research (IPEA), and ECLAC Brazil, implements a seminar entitled “Federalism, 2030 Agenda and Sustainable Development Goals” – Brasilia, Brazil

August 2017

29 ||| Professor Rekha Saxena, Senior Advisor to the Forum, gives a public lecture entitled “Restraining the Demos: Asymmetrical Federalism, A Way to Promoting Rule of Law and National Unity” at the Nehru Memorial Museum and Library – New Delhi, India

September 2017

8-9 ||| The Forum organizes and implements a workshop entitled “Gender and Federalism: Workshop with Women’s Organizations” – Yangon, Myanmar

October 2017

10-11 ||| The Forum implements a two-day federalism training workshop for regional MPs at the Bago Hluttaw – Bago, Myanmar

12-13 ||| The Forum implements a federalism training workshop for CSO members at the Shwe War Tun Hotel – Bago, Myanmar

26-27 ||| Forum Board Member Hans Altherr and Vice President, Programs Felix Knüpling lead panel discussions and provide comparative reflections at the Swiss National Conference on Federalism. The Conference, the theme of which is “700 Years of Federalism: What Now?”, is attended by Stéphane Dion, Canada’s Ambassador to Germany and Special Envoy to the European Union and Europe, who delivers the keynote address on the global relevance of federalism – Bern, Switzerland

29-30 ||| The Forum organizes and implements a two-day conference entitled “Improving Public Health Care through Fiscal Federalism” – New Delhi, India

November 2017

7 ||| The Smith School of Enterprise and the Environment holds an event on the topic of valuing water for sustainable development. The Forum was represented by Dr. Michael Hanemann and Tushaar Shar – Oxford, United Kingdom

21-22 ||| The Forum, in conjunction with the PDP Lapan Federalism Institute, Konrad Adenauer Stiftung, and the Philippine Centre for Islam and Democracy, holds a two-day conference on judicial reform – Manila, Philippines

22-23 ||| Forum experts from India (Professor Sandeep Shastri), Indonesia (Dr. Indraneel Datta) and Malaysia (Dr. Azmil Tayeb) contribute to a symposium on ‘Diversity Management in the Age of Globalization’. Dr. Priyanca Velath, the Forum’s Gender Advisor for its Myanmar project, delivers the framework speech – Naypyidaw, Myanmar

25-29 ||| The Forum, in collaboration with the Panna Institute, implements a federalism workshop entitled “Strengthening Political Parties for Political Dialogue” for representatives of key civil society organizations in Myanmar – Mandalay, Myanmar

29 ||| The Forum participates in a presentation and discussion on “Federalism in Germany” with senior officials from the Ministry of Finance and the Union Government of Myanmar, as part of a Myanmar delegation’s study tour to Germany, organized by the Konrad Adenauer Foundation – Berlin, Germany

December 2017

2-6 ||| The Forum, in collaboration with the Panna Institute, organizes a Federalism workshop entitled “Strengthening Political Parties for Political Dialogue” for key governance stakeholders and representatives of political organisations in Myanmar – Mandalay, Myanmar

8 ||| The Forum, in conjunction with the School of Political Studies at the University of Ottawa and Dr. Andre Lecours, Dr. Daniel Biland, Dr. Gregory Marchildon and Dr. Haizhen Mou, organizes a book launch for the publication “Fiscal Federalism and Equalization Policy in Canada”. The Forum records a video podcast on equalization in federal systems with Dr. Lecours and Dr. Marchildon – Ottawa, Canada

11-15 ||| The Forum contributes to a federalism training workshop organized by the Committee for Shan Unity, to support the Shan National Dialogue in preparation for the upcoming Peace Conference – Taunggyi, Myanmar

January 2018

15-16 ||| The Forum and Conflict Dynamics International (CDI) conduct training for senior representatives of the Federal Member States of Somalia under the auspices of the Council of Interstate Cooperation – Nairobi, Kenya

February 2018

1 ||| The Embassy of Canada in Tunisia hosts a reception to commemorate the official launch of “Empowering Women for Leadership Roles in the MENA Region: Tunisia, Jordan, Morocco” project in Tunisia – Tunis, Tunisia

2 ||| Forum President Rupak Chattopadhyay meets with Neziha Laabidi, Tunisia’s Minister of Women, Family and Childhood, to sign a Partnership agreement between the Forum and the Ministry. This Partnership agreement supports the implementation of the “Empowering Women for Leadership Roles in the MENA Region: Tunisia, Jordan, Morocco” project in Tunisia – Tunis, Tunisia

7 ||| The Forum and the Center of Arab Women for Training and Research (CAWTAR) sign a partnership agreement to support the implementation of the “Empowering Women for Leadership Roles in the MENA Region: Tunisia, Jordan, Morocco” project – Gammarth, Tunisia

15 ||| The Forum, in cooperation with Mexico’s Public Administration Ministry, and with funding provided by the Embassy of Canada in Mexico, implements a workshop on measures to reduce corruption in the public sector – Mexico City, Mexico

The Forum, in collaboration with the Senate of Pakistan, holds a seminar on fiscal federalism at the Pakistan Institute of Parliamentary Services – Islamabad, Pakistan

23 ||| The Forum's Morocco Office holds a meeting with implementing partners of the "Empowering women for Leadership Roles in the MENA Region" program – Rabat, Morocco

March 2018

1 ||| The Forum and Oxford Water Network launch website on water at <http://www.federalrivers.org>. This website will feature best governance practices and insightful analysis on Federal Rivers.

10 ||| The Forum holds its annual Board of Directors Meeting. Forum representatives pay a courtesy visit to the President of the Federal Democratic Republic of Ethiopia and informally exchange views on the current challenges of federal governance in Ethiopia – Addis Ababa, Ethiopia

11 ||| Forum Board members contribute expertise to a series of public events addressing Fiscal Federalism and Natural Resource Management, Intergovernmental Relations, and Constitutional Adjudication. Members present the experiences of their respective countries to governance stakeholders in Ethiopia – Addis Ababa, Ethiopia

10-11 ||| The Forum implements a "Leadership and Self-Confidence" training workshop for women political candidates in Tunisia – Tunis, Tunisia

12 ||| The Forum conducts an interview with Mme. Leila Belkhiria, President, Chambre Nationale Des Femmes Chefs D'entreprises (CNFCE), on the Forum's "Empowering Women for Leadership Roles in the MENA Region" program – Tunis, Tunisia

12-14 ||| The Forum implements a Gender Equality and Federalism workshop for representatives of gender and federalism organisations across Myanmar – Yangon, Myanmar

15-19 ||| The Forum implements a Training of Trainers course on Gender and Federalism for representatives of gender and federalism organisations across Myanmar – Yangon, Myanmar

23-25 ||| The Forum implements a "Local Governance and Decentralization" training workshop for women political candidates in Tunisia – Tunis, Tunisia

26-28 ||| The Forum, in collaboration with the Tunisian Ministry of Women, Family, and Children, implements a dialogue session focusing on gender integration in public policies and planning. This dialogue, which brings together members of the Conseil des Pairs pour l'Égalité et l'Équivalence des Chances entre la Femme et l'Homme (CPE) includes participation of various Director Generals from various ministries of the Tunisian government – Tunis, Tunisia

29 ||| The Forum implements a focus group of researchers, experts, and members of civil society to discuss the elaboration of a regional study entitled "A trip back in time with women leaders in local governance", which will be developed as part of the "Empowering Women for Leadership Roles in the MENA Region" program – Tunis, Tunisia

