

FORUM OF FEDERATIONS

An International Network on Federalism



**A N N U A L
R E P O R T**

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**The Forum of Federations, an international network on federalism,
seeks to strengthen democratic governance by promoting dialogue on
and understanding of the values, practices, principles, and possibilities of federalism.**

The Forum of Federations, created in 1998, is a non-profit, international organization based in Ottawa, Canada. It has an international board of directors with members from Nigeria, India, Germany, Switzerland, Brazil, and Canada.

The Forum works with countries and organizations of the North and of the South, tailoring its programs to particular needs. It works with established federations, with newly-emerging federations and with countries that wish to explore the possibilities of federalism.

Its activities are focused mostly on “practitioners”: people who work in the field, such as elected officials, civil servants, consultants, and others (including academics) with a practical interest in the challenges of governing in federal systems.

Future practitioners of federalism constitute a special target group for the Forum’s activities. We design and implement a variety of programs aimed at youth.

Our aim is to make it possible for people who have different kinds of expertise and knowledge to learn from one another. One of the main objectives of the Forum is to be a clearing house of experience, expertise, and best practices in federal governance.

Among the various methods the Forum uses to achieve its goals are:

- conferences,
- teams of experts for providing technical assistance,
- workshops,
- a variety of publications.

The Forum also looks to set up continuing processes and programs to help practitioners put newly acquired knowledge into practice.

The Forum is always looking for opportunities for new partnerships and new ways to help improve governance worldwide. Contact the Forum for more information!

Forum of Federations

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A MESSAGE FROM THE CHAIR



Bob Rae,
*Former Premier of Ontario,
Canada
Chair of the Forum of
Federations' Board of
Directors*

We have come a long way as an organization since the idea of the Forum was first discussed in 1996.

The Mont-Tremblant conference showed that there was substantial interest around the world in the federal experience, and great merit in bringing political leaders, public servants, academics and other observers together to share their perspectives. President Clinton ended his unforgettable remarks with the comment that “You know, this federalism is not such a bad idea”, a thought that has stayed with many of us as we have worked to expand the efforts of the Forum.

Thanks to sustaining funding from the government of Canada, now being supplemented with program financing from new sources, the Forum is entering a new phase. We are working with governments in all continents, both at the national and levels.

Our publications, written for the practitioner as well as the academic, are meeting a need that was never really addressed before.

We recognize that we are part of a broader movement that emphasizes the importance of diversity in civil society, the key role of good governance in advancing human development, and the challenge of ensuring effective roles both for national co-ordination and local and regional autonomy. The historic strength of federalism is coming to the fore again in the age of globalization.

As Chairman of the Forum's Board of Directors, I commend to you our annual report.

Bob Rae



PRESIDENT'S INTRODUCTION



Ralph Lysyshyn,
President

This past year has been one of growth and exploration for the Forum of Federations.

It was our first year as an ongoing institution. When we hosted the Mont-Tremblant conference, we were an ad hoc organizing committee. Over the past year we have transformed the Forum into a project-oriented NGO, building a new team of program officers, communications specialists, and administrative personnel. And we have begun to work.

Our team has consolidated and expanded our networks which formed at Mont-Tremblant. We now have formal partnerships with good-governance and policy organizations in ten countries—and counting. This year we worked in collaboration with a number of governments and organizations on new policy-assistance projects. Most notable among those were:

- co-sponsoring a conference with the Brazilian government on cooperative federalism;
- co-sponsoring a workshop for Nigerian governors in order to assist that country's transition to democracy through intergovernmental relations;
- a workshop on mechanisms and institutions of intergovernmental relations in Mexico;
- a roundtable workshop in Moscow on municipal governance.

During this year, the Forum launched and published three issues of its bi-monthly bulletin of reports which we call *Federations: What's New in Federalism Worldwide*. We have also been working intensely on a book to come out early in 2002: the *Handbook of Federations 2001*—a compendium of information and statistics on the world's federal countries.

This report gives a brief overview of our work and our extensive plans for the future. We welcome your feedback and especially input about how we can better fulfill our mission.

Ralph Lysyshyn



ORIGINS

In 1998, the Forum of Federations was created with Canadian government support to explore the establishment of an international network on federalism. It began with an International Advisory Committee and a small Canadian board of directors chaired by Bob Rae, former Premier of Ontario.

After its inception, the Forum consulted with governments—at the federal and constituent-unit levels, both in Canada and abroad—and with other federalism stakeholders around the world. The idea of improving the practice of government from the perspective of federalism generated overwhelming interest and support.

A clear indication of this interest was the success of the Forum's first major activity: the International Conference on Federalism in an Era of Globalization. The conference took place in October 1999 at Mont-Tremblant, Quebec. It brought together approximately 600 elected representatives, civil servants, academics, private sector and NGO representatives, and youth from a large number of countries.

Among the many participants at the conference were the President of the USA, Bill Clinton; the President of Mexico, Ernesto Zedillo; the Canadian Prime Minister, Jean

Chrétien; information-technology guru Don Tapscott; and Nobel Laureate in literature, Wole Soyinka. The uniqueness of the Mont-Tremblant conference was its success in bringing together people who work in government, researchers, academics and others to exchange ideas about how they make federalism work.

At the conclusion of the Mont-Tremblant conference, the Forum was established as a permanent institution to help improve the practice of federalism worldwide.



THE PAST YEAR: LIAISON AND PARTNERSHIPS

Partnership is key to the Forum's work. We are always looking for new opportunities to collaborate with others—whether on a short-term basis for a particular project, or as part of an ongoing “liaison” relationship with another organization.

This past year, the Forum worked with a number of governments and non-governmental organizations on particular projects. You can read about them in the following pages of this report.

Liaison staff established ongoing working relationships with eleven institutions around the world, listed here. The Forum also signed memoranda of understanding for ongoing institutional partnerships with six of these organizations (noted with an asterisk). These are the Forum's “liaison partners”—its eyes and ears on the ground in federal countries, providing information and advice. The Forum and these partners work closely together for project development and implementation.

The Liaison division has a small research unit which supports the Forum's project work, and provides content for the Forum's information resources such as the web site and its in-house documentation centre.

Centre for Comparative Constitutional Studies
Melbourne, Australia

Community Law Centre
Bellville, South Africa

***Council of State Governments**
Lexington, Kentucky, USA

***Meyner Center for the Study of State and Local Government**
Easton, Pennsylvania, USA

European Centre for Comparative Government and Public Policy
Berlin, Germany

Foundation for the Development of Parliamentarism in Russia
Moscow, Russian Federation

***Fundação do Desenvolvimento Administrativo—FUNDAP**
São Paulo, Brazil

Institute of Economics and Finance
Cordoba, Argentina

***Institute of Federalism**
Freiburg, Switzerland

***Institute for Governance and Social research—IGSR**
Jos, Nigeria

***Institute of Social Sciences**
New Delhi, India



Federations

During this year, the Forum launched *Federations: What's New in Federalism Worldwide*, a regular bulletin of reports on current developments in federal governance. *Federations* is published bi-monthly and usually features six articles dealing with recent events that relate to the practice of federalism. In most cases, each article focuses on a particular country or region. One article per issue—the “Practitioner’s Page”—features the point of view of a person working in the field. *Federations* is written in a journalistic, non-technical style. It is aimed at an audience of busy practitioners. The Forum published three issues in this fiscal year, each issue being distributed to over 4,000 recipients. Currently the Forum distributes *Federations* to over 12,000 people worldwide.

Handbook of Federations 2001

The Forum has been working on a compendium of information on the world’s federations: the *Handbook of Federations 2001*. The *Handbook* will be published early in 2002, and will contain up-to-date statistical data and descriptions of the systems of government of all federations. It will also provide information on the latest developments in federalism for each of the countries. Several essays will examine broader issues in federalism.

Web Site

Early this year the Forum renovated its web site, www.forumfed.org. The site provides information on the Forum, its activities and projects. It contains speeches from conferences, background papers, reports on events, and links to other federalism-related sites. One of its most valuable resources is a daily-updated collection of news stories on federalism from the world’s press. In this fiscal year, the Forum also posted an on-line version of its bi-monthly publication, *Federations: What's New in Federalism Worldwide*. The web site contains a wealth of reference material on the practice of federalism and is the best source of current information about the Forum.

CD-ROM

The Forum produced 3000 copies of a CD-ROM containing speeches, background papers, as well as video and audio clips from the 1999 Mont-Tremblant conference on federalism. The CD-ROM was designed to disseminate the lessons learned at the Mont-Tremblant conference and to constitute a permanent record of the proceedings of the conference. It is also a valuable source of background information on federalism around the world.



THE PAST YEAR: EVENTS

Conference on Cooperative Federalism

The Forum, in cooperation with the Brazilian government, hosted a conference on federalism held in Brasilia from 9–11 May 2000. The event provided an opportunity for 600 participants—representatives of the Brazilian government, political officials, foreign



experts, scholars, and youth—to discuss federalism in the Brazilian and international contexts. The conference was opened by Brazilian President Fernando Henrique Cardoso, and closed by Vice-President Marco Maciel. Ministers, state governors, senior officials, and parliamentarians from both the government and opposition parties participated in the conference activities. The conference led to the creation of a Brazilian Intergovernmental Working Group to discuss federal-state mechanisms and a joint approach to problem solving.

Panel Session at the World Forum on Democracy

The Forum of Federations took part in the first World Forum on Democracy in Warsaw, Poland, 25-27 June 2000. Approximately 45 participants attended the Forum’s panel discussion session on “Federalism, Multi-Ethnic Societies, and Democracy”. The panel featured presentations from academic experts and practitioners of federalism from Canada, India, Mexico, and Nigeria. The session focused on such issues as the division of powers, constitutional provisions, and protection of minorities in federal states. Freedom House, a non-profit U.S. organization, and the Stefan Batory Foundation, Poland’s largest non-governmental foundation, sponsored the conference. The Canadian Department of Foreign Affairs and International Trade provided funding for the Forum’s contribution.



Special Session on Asymmetrical Federalism

On 1 August 2000, the Forum organized a special session entitled “Asymmetrical Decentralization: A

THE PAST YEAR: EVENTS

Variable-Speed Approach to Improving Governance?" at the 28th International Political Science Association Congress in Quebec City. The session consisted of a roundtable bringing together experts on various issues related to asymmetrical decentralization. Ronald Watts of the Institute of Intergovernmental Relations at Queen's University presented a background paper outlining the benefits, problems and limits of asymmetrical federalism.

Nigerian Governors' Workshop

In collaboration with the National Democratic Institute, the Forum organized a workshop for Nigerian governors in Abuja, from 23–27 August 2000. Twenty-six of Nigeria's governors attended this workshop which was opened by Atiku Abubakar, the Vice-President of Nigeria. The goal of the workshop was to provide the governors with an opportunity to take stock of their achievements and the challenges faced during their first year in office. The ultimate aim was to lay the groundwork for a national governors' association. The participants heard from several 'expert trainers': two former provincial premiers (from Canada and South Africa); one former state governor (from the United States); and two current Lieutenant Governors (from the United States and India). Jesse Jackson, President of the Rainbow-PUSH Coalition in the USA, gave the closing address. The conference resulted in the creation of a Nigerian governors' association with an executive and an operating constitution.

Seminar on Federalism in the Americas

The Forum worked with several partners to organize an international seminar entitled "Federalism in the Americas" in São Paulo, Brazil, from 20-21 September 2000. The more than 50 participants included representatives of both state and municipal governments (Rio de Janeiro and São Paulo) as well as representatives of civil society. The discussions covered such issues as local government and federalism in the Americas, metropolitan areas, and Latin American regional integration. The Forum's partners in organizing this event were the Konrad Adenauer Foundation, the Centro de Estudos de Cultura Contemporânea (CEDEC), the Getulio Vargas Foundation (EAESP/FGV-SP), and the Fundação do Desenvolvimento Administrativo (FUNDAPE).

Workshop Sessions at the World Movement for Democracy

The Forum of Federations contributed three workshop discussion sessions to the Second Global Assembly of the World Movement for Democracy (WMD), organized by the National Endowment for Democracy. The Assembly took place in São Paulo, Brazil from 12–15 November 2000. It was attended by over 400 representatives of civil society, including NGOs, political parties, human rights groups, media monitoring services, and trade unions. Three Brazilian experts led the discussion during the Forum's workshop on "Improving Governance Through



THE PAST YEAR: EVENTS

Federalism: Decentralization, Devolution, and Other Approaches”. In the session on “Ethnic Conflict Management: Federalism and Alternative Models for the Regulation of Conflict”, experts from Nigeria and Fiji led a provocative discussion with participants from more than 10 countries. The Forum’s session on “The Role of Ombudsmen in Securing Transitional Justice” featured presentations from the first South Korean Ombudsman and a prominent Russian human rights activist.

Intergovernmental Relations in Mexico

On 16 November 2000, the Forum organized a workshop in Mexico City on intergovernmental mechanisms for the effective functioning of federalism. The Forum worked on this project in partnership with the Mexican institute CIDE. Practitioners from Canada, the United States, Germany, Brazil, Argentina and Australia shared best practices with their counterparts in Mexico. The goal of the workshop was to provide the new Mexican government with the opportunity to examine a variety of different models for managing intergovernmental relations and to assist it in determining which models would provide the most effective governance structure for Mexico. Members of Vicente Fox’s transition team also had the chance to get feedback from international participants on options the team were examining for Mexico.



Challenges of Federal Governance in the Russian and Canadian Federations

From 15-16 December 2000, as part of the state visit to Canada of the President of the Russian Federation, the Forum of Federations organized a roundtable on “The Challenges of Federal Governance”. The event brought together Russian ministers, governors, officials and experts, and a similar group of Canadians. The participation of practitioners from Brazil, India and Pakistan brought an international perspective to the conference. Participants included such prominent practitioners as Stéphane Dion, the Canadian Minister of Intergovernmental Affairs, Vyacheslav Pozgalyev, the Governor of the Vologda Oblast, Roy Romanow, then the Premier of Saskatchewan, and Jahan Pollyeva, the Deputy Head of the Russian Presidential Administration. After this conference, the Canadian Department of Indian Affairs and Northern Development asked the Forum to be the executing agency for two Canada-Russia projects on northern governance.

THE PAST YEAR: EVENTS

E-Government and Intergovernmental Relations

On 24 January 2001, the Forum organized a workshop on E-Government and Intergovernmental Relations in Santiago, Chile. This workshop was offered in the context of the Regional Seminar on Fiscal Policy organized by the Economic Commission for Latin America and the Caribbean (ECLAC). The workshop aimed to help practitioners find ways to cope with the impact that rapid advances in information technologies are having on governance in their countries. It also provided an opportunity for participants to explore how information technologies could lead to new administrative systems and mechanisms for intergovernmental relations.

A Century of Citizenship in Australia and in Canada

From 8-10 February 2001, the Forum of Federations, in collaboration with the Australian High Commission and the Institute of Canadian Studies at the University of Ottawa, hosted a three-day conference on the past, present, and future of citizenship in Australia and Canada. Papers examined the passage from the status of 'subject' to that of 'citizen', and addressed the relationship between citizenship and civil society, aboriginal governance, political participation and

institutional representation as well as the culture and politics of citizenship. The event was part of the Centenary celebrations of the Australian Federation.

Canada-Russia Roundtable on Northern Municipal Partnerships

Building on the Challenges of Federal Governance Conference held in Ottawa in December 2000, the Forum organized a roundtable in Moscow from 29-30 March 2001. The event was organized in collaboration with the Canadian Department of Indian Affairs and Northern Development, the Federation of Canadian Municipalities, and the Congress of Russian Municipalities. More than 80 participants from both countries—coming from federal, regional, and municipal levels of government as well as aboriginal groups and NGOs—shared their experiences concerning municipal and northern governance. Their discussions focused on three main themes: municipal governance as a means for improving the population's standard of living, the challenges for aboriginal peoples, and the role of the federal government in northern development. Participants also discussed their experiences in Russia-Canada municipal partnerships.



LOOKING AHEAD

Over the next few years, the Forum will focus on four major areas of work:

- a new multi-year program: “A Global Dialogue on Federalism in the 21st Century: Practices, Perspectives and Prospects”;
- assistance programs and projects aimed at practitioners in various federal countries;
- publications and other means of communicating with our target groups.
- programs and projects aimed at future practitioners of federalism (youth)

“A Global Dialogue on Federalism in the 21st Century: Practices, Perspectives and Prospects” will be one of the Forum’s major emphases over the next few years. The Forum and the International Association of Centers for Federal Studies (IACFS) are working together in close partnership on this extensive international program.

The main aim is to provide opportunities for experts and practitioners worldwide to engage in dialogues on all the essential aspects of federal governance. The program’s target groups are practitioners and experts from around the world who are involved in the management of federal systems.

These dialogues will serve as the basis for the publication of a series of handbooks designed to be practically-oriented working guides for those involved in the development of

federal systems of government, as well as valuable educational resources on comparative federalism.

The Forum and the IACFS will hold workshops, roundtable sessions and conferences in federations throughout the world. In the first two years of the program, the working sessions will examine some of the following critical issues:

- Constitutional origins, structure and change in federal democracies
- Distribution of responsibilities in federal democracies
- Parties, interest groups, and the politics of civil society in federal democracies
- Fiscal federalism and intergovernmental relations
- The political economy of federal democracies
- Legislative and executive governance in federal democracies
- High courts in federal democracies
- Making and unmaking federalism worldwide
- Debating the theory and practice of federal democracy
- Federalism and nationalism
- The role of constituent units in foreign affairs
- The impact of supra-national institutions on federal states

The Forum will integrate this program’s activities with its other programs and projects which respond to the needs of practitioners worldwide.



LOOKING AHEAD

The Forum is involved in the preparations for the next International Conference on Federalism to take place in the summer of 2002 in Saint Gallen, Switzerland. The Swiss conference will focus on three themes: *federalism and foreign policy; decentralized political systems and conflict prevention; and division of powers and fiscal federalism.*

The Forum is currently working with the Fox government in Mexico to host a major international conference on federalism to take place in Veracruz from 15-17 November 2001. One of the main goals of the event is to support the Fox government's efforts to renew the Mexican federal system. Our Mexican partners expect some 1,500 people to participate in this conference.

In October 2001, the Forum was to collaborate with the Nigerian Ministry of Inter-Governmental Affairs and the International Association of Centers for Federal Studies (IACFS) to organize an international conference in Abuja to discuss the themes of federalism, diversity and citizenship. The conference was postponed until the new year due to the unpredictable international situation in the wake of the September 11th events.

In order to contribute toward the improved delivery of health services in federations, the Forum will be working in collaboration with Queen's University to organize workshops on health care reform in federal systems.

We will be working with Argentine and Brazilian government officials to sponsor a conference on the challenges of

harmonizing the fiscal policies of constituent units so that federations can engage more effectively in regional trading activities. It will focus in particular on regional integration, and on ways governments can navigate the various fiscal policies and jurisdictions within a federation. The conference will take place in Argentina in June 2002.

The Forum and the Assembly of First Nations are working together to organize a conference on aboriginal fiscal systems. The conference will explore issues surrounding the taxation and revenue-raising powers of First Nations in Canada and the USA, as well as fiscal relations between the various levels of government and these First Nations governments.

We are exploring the federalism-related policies surrounding the generation and trade of energy in North America, with an eye to organizing a workshop on these issues. Policy experts from the various levels of government as well as specialists from industry and academia would investigate alternative policy approaches to a more harmonious North American Energy Pact.

As part of its youth program, the Forum is developing a Summer Session for undergraduate students to learn about government structures and mechanisms in federal systems. The Forum will also be publishing the federal-provincial negotiations simulation we developed for the Mont-Tremblant conference as a tool for teachers of secondary students and university undergraduates.



AUDITORS' REPORT

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To the Directors of the Forum of Federations/Forum des Fédérations:

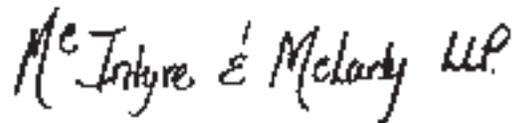
We have audited the statement of financial position of the **Forum of Federations/Forum des Fédérations** as at March 31, 2001 and the statement of changes in net assets, the statement of revenues and expenses and the statement of cash flows for the year then ended. These financial statements are the responsibility of the organization's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with generally accepted auditing standards. Those standards require that we plan and perform an audit to obtain reasonable assurance whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes

assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation.

In our opinion, these financial statements present fairly, in all material respects, the financial position of the organization as at March 31, 2001 and the results of its operations and its cash flows for the year then ended in accordance with generally accepted accounting principles.

Ottawa, Ontario



April 9, 2001 Chartered Accountants



STATEMENT OF FINANCIAL POSITION

FORUM OF FEDERATIONS/FORUM DES FEDERATIONS

	2001	March 31 2000
ASSETS		
CURRENT ASSETS		
Cash	\$ 592,919	\$ 379,671
Accounts receivable	10,893,910	219,258
Prepaid expenses	15,215	27,130
	<u>11,502,044</u>	<u>626,059</u>
CAPITAL ASSETS—Note B	583,134	84,508
	<u>\$ 12,085,178</u>	<u>\$ 710,567</u>
LIABILITIES AND NET ASSETS		
CURRENT LIABILITIES		
Accounts payable and accrued liabilities	\$ 520,115	\$ 103,924
Deferred revenue—Note C	10,883,509	242,027
	<u>11,403,624</u>	<u>345,951</u>
NET ASSETS		
Invested in capital assets	583,134	84,508
Unrestricted	98,420	280,108
	<u>681,554</u>	<u>364,616</u>
	<u>\$ 12,085,178</u>	<u>\$ 710,567</u>

The Forum of Federations receives its core funding through contribution agreements with the Privy Council Office (PCO)—covering a period of five years from 1 April 1998 to 31 March 2002—and the Department of Foreign Affairs and International Trade (DFAIT)—covering a period of three years from 1 January 2000 to 31 March 2003. In Fiscal Year 2000/2001, \$500,000 and \$2,000,000 were received from PCO and DFAIT respectively.

In March 2001, the Forum signed a ten-year grant agreement with DFAIT for a total sum of \$10 million. The funds paid under this agreement are managed by an Investment Committee of the Forum's Board of Directors. Funds will be withdrawn in ten installments and must be consumed by 31 March 2011.

The Forum also receives \$1,000,000 annually from the Canadian International Development Agency (CIDA) through a three-year contribution agreement (1 January 2000 to 31 March 2003). These funds are used to organize activities in CIDA-ODA eligible countries.

A complete audited statement is available on request.



STATEMENT OF REVENUES AND EXPENSES

FORUM OF FEDERATIONS/FORUM DES FEDERATIONS

	<i>Year Ended March 31</i>	
	<i>2001</i>	<i>2000</i>
REVENUES		
Department of Foreign Affairs and International Trade		
Conference grant	\$ —	\$ 2,300,000
Core funding	2,000,000	500,000
Projects	89,436	—
Privy Council Office Core Funding	500,000	500,000
Canadian International Development Agency		
Conference agreement	—	300,000
Projects	430,762	7,973
Indian and Northern Affairs Canada—Projects	93,434	—
Conference registration fees	—	276,012
Heritage Canada	—	33,711
Provincial donations	—	23,200
Youth program sponsorship	—	15,000
Interest	22,682	40,535
Other	4,959	35,473
	<u>3,141,273</u>	<u>4,031,904</u>
EXPENSES		
Advertising and promotion	31,405	—
Amortization	100,288	16,916
Contractors	192,154	250,453
Direct conference costs	—	2,631,994
Leased equipment	33,496	—
Meetings and facilities	8,613	—
Office and general	141,331	51,228
Printing and publications	10,633	24,796
Professional fees	53,966	28,723
Projects—schedule	1,510,380	7,973
Rent	143,768	91,994
Salaries and benefits	555,892	500,106
Telephone and internet	51,485	44,090
Travel	59,454	79,088
	<u>2,892,865</u>	<u>3,727,361</u>
Administration costs charged to projects	<u>(68,530)</u>	<u>—</u>
	<u>2,824,335</u>	<u>3,727,361</u>
EXCESS OF REVENUES OVER EXPENSES	<u>\$ 316,938</u>	<u>\$ 304,543</u>



BOARD OF DIRECTORS

The Honourable Bob Rae (Chair)

Partner, Goodmans LLP
Former Premier of Ontario
Toronto, Canada

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Director, Public Sector Economy, Fundação do Desenvolvimento
Administrativo (FUNDAP)
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President, Canadian Centre for Management Development
Ottawa, Canada

Sameena Dalwai

Law student
Mumbai, India

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President, Canadian Policy Research Networks
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Hamburg, Germany

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