News at a Glance!

The last six months have been time for the Gender Network despite parliamentary recesses in numerous countries as well as holidays and an election campaign in Canada. Although new initiatives were limited to a gender budgeting workshop with francophone Africa, the network also focused its attention on follow-up initiatives made possible with funding from the World Bank Institute.

Microfinance, as a strategy for reducing poverty among women, has remained a focus area for network members. Two videoconferences were organized to provide opportunities for participants from previous regional workshops to update colleagues on implementation of their action plans and to share lessons learned. Also, the African Peer Review Mechanism (APRM) and NEPAD continued to be discussed via videoconference meetings.

Our relationship with the Assemblée parlementaire de la Francophonie (APF) women’s network deepened with the Centre’s presence at its annual meeting as well as our contribution to the Workshop on the Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW) for Francophone Central Africa held in Gabon in December 2005. This issue provides further context on the growing relationship between the APF and our network with a contribution from former president of the APF Women’s network, the Honourable Viviane Compaoré of Burkina Faso.

As the main objective of this newsletter is to provide an opportunity for network members to hear what other members and parliaments have been doing in the area of gender equality, we rely on our members to contribute information to the network’s newsletter. In this edition, Honourable Christine Mango of Kenya provides an overview of the gender equality situation in her country.
Using ICTs to Improve Communication and Exchange between Network Members

Trying to maintain an active pan-African network has its challenges. There is always a constant struggle to provide balanced opportunities for the various regions and parliaments involved and finding ways to bring the network together despite budgetary constraints. Once a network activity has taken place, finding ways to ensure appropriate follow-up can be a daunting task, especially as the network moves on to other issues and other activities. However, one can not overlook the importance of follow-up activities which are often, more important than the initial activities. It is through follow-up that the network can measure whether it has made an impact through its training efforts and monitor whether members have implemented the various action plans and recommendations.

The Parliamentary Centre and the Gender Equality Network are trying to respond to the challenge to improve on follow-up initiatives for its members. It is with that in mind that we try to ensure that yearly program activities build on previous activities and we look for sustainability in our programs. One of the preferred mechanisms to achieve such continuity is through the use of ICTs (Information Communication Technologies).

For those of you who have participated in one of the many videoconferences organized by the Network, you will know that this is a cost-effective ICT option to link people together from various countries and enable them to exchange and discuss in a face-to-face setting. The Parliamentary Centre has found that videoconferencing is one successful option to provide for follow-up meetings and activities as part of our network programs.

Videoconferences as a Follow-Up Mechanism for the Network

Videoconferencing is a relatively inexpensive method to bring people together which is quite successful when a precise topic is being discussed and there is a limited number of participants and sites (countries) involved.

With the support of the World Bank Institute (WBI), the Gender Network has benefited from having access to several videoconferencing sites which have enabled numerous countries to be involved in virtual meetings to discuss results following a recent network activity. In the last few months, this method was used for follow-up on two occasions:

- Update action plans from the March 2004 Western Africa Regional Workshop on “Women, Poverty and Microfinance–The Role of Parliamentarians”
- Update action plans from the June 2005 “Microfinance as Poverty Reduction Strategy” Workshop for Southern Africa.

Western Africa Regional Workshop on Women, Poverty and Microfinance

Held July 12, 2005 and coordinated from Ottawa, this videoconference brought together participants from Benin, Burkina Faso and Senegal. Why this videoconference? For two reasons: first, it was deemed important to provide a forum for participants to exchange information on microfinance developments since the March 2004 workshop; and secondly since 2005 was the United Nations International Year of Microcredit.

Participants, which included both female and male parliamentarians, as well as civil society representatives, provided an inventory of initiatives in favour of
microfinance in their respective countries. These ranged from a Microcredit Awareness Week to the establishment of a Ministry responsible for microfinance, taking into consideration the Bamako Action Plan. But the exchanges did not stop there. Participants proposed actions which could be grouped to in three categories relative to the role of parliamentarians: advocacy, oversight and awareness raising of populations. Participants committed to the following action points for 2005.

**Benin:** Parliament will question the government on the participation of Parliament on the National Committee on Microcredit and will invest itself in this Committee and its actions. Parliament will follow closely the execution of the relevant laws and will question the government as to the Bamako Action Plan.

**Burkina Faso:** In order to reach rural women, a microfinance pilot project will be set up, in collaboration with a qualified civil society organization which will serve as executing agency; Parliament will ensure orientation and oversight. Moreover, Parliament will formalize this Gender Network.

**Senegal:** A Parliamentary Day on Microfinance will be organized on an annual basis, with technical content in order to increase knowledge of MPs on the subject and spur them into action.

We look forward to receiving regular updates on these important initiatives!

**Southern Africa Regional Workshop on Microfinance as a Strategy for Poverty Reduction**

A second videoconference took place on September 22, 2005, with funding from WBI, to monitor action plans following the June 2005 Southern Africa Workshop on Microfinance as a Poverty Reduction Strategy held in Blantyre, Malawi. Why this workshop? It was a method for the participants to monitor the results of the action plan and provide them with another opportunity for exchanges and to chart the way forward.

The action plan included, among others, the submission of a statement on gender equality and poverty issues to the August SADC-PF meeting. Unfortunately, for various reasons, the statement had yet to be drafted. Be that as it may, the videoconference provided an opportunity to take stock of the action plan put forth in the original seminar. Furthermore, it allowed members to firm up the action plan and reopen dialogue. It is expected that the SADC-PF statement will be disseminated in the upcoming months.

**Taking Videoconferences Further**

Not only are videoconferences an innovative way to monitor activities and provide opportunities for mobilizing past participants but they can also encourage the use of other ICTs such as online chat forums. Videoconferences have also served as a mechanism to pilot and test training modules before we organize large-scale regional workshops. With Africa Canada Parliamentary Strengthening Program resources and additional funding from WBI, the Centre piloted a “simulated” online discussion, as well as a training module on “Gender Sensitivity for MPs”.

**Simulated Online Discussion**

The advent of summer holidays in Canada provided the opening for the Centre to explore the incorporation of other ICTs in program activities. The opportunity presented itself with a “simulated” online discussion as a preparatory method for the follow-up videoconference on the Western Africa Regional Workshop on the theme of “Women, Poverty and Microfinance—
The Role of Parliamentarians”. Little did we know the impact this mechanism would have.

Backgrounders on the issues were posted on the Centre website, allowing participants the opportunity to review the information and provide input. Contributions came from Benin, Burkina Faso and Senegal, the participating countries. These contributions were made prior to the videoconference but also extended well beyond the videoconference as the online contributions continued for several weeks. To our surprise, website discussion included contributions from network members from countries other than those taking part in the videoconference (Burundi, Nigeria, Rwanda, and most recently, Niger) as well as countries which are not part of the Africa Canada Parliamentary Strengthening Program, such as Sudan.

This first exercise with online forums has shown that further consideration should be given to this method, not only for follow-up, but more importantly, as a method for sharing best practices and encouraging discussions among network members and others. More serious thought has been given to this method to ensure that this network remains active and dynamic in between major activities.

Testing Training Modules

A Gender Sensitivity Training Module for Parliamentarians was developed by the Centre with the financial support of the World Bank Institute. Once the module was developed, WBI also provided funds for testing the module via videoconferencing. Who better to test the module than the country that boasts the highest proportion of females in Parliament? Rwanda.

The videoconference included female and male parliamentarians. The selection of men and women was deliberate as the Centre desired representation from both groups to ensure the module would be well received by both. This pilot test of the module gave the Centre the opportunity to make adjustments and improve the document based on the input from Rwandan participants. Key recommendations and suggestions included, among others: a request for a greater number of analytical tools and examples, the addition of reference documents as annexes, as well as a number of suggestions and examples to overcome obstacles facing women’s participation in politics. In addition, it was recommended that the androgogical method should include a greater number of exercises which could be reviewed during the training.

Reaching Parliamentarians through Regional Workshops

Gender Budgeting Workshop

The first Gender Budgeting Workshop was organized for francophone countries in Ouidah, Benin last October. This workshop included participants from Burkina Faso, Mali, Niger, Senegal and Benin as the host country. The success of the workshop is in great part attributed to Honourable Soulé Adam, Chair of the Finance Committee, and his colleagues for their efforts in ensuring visibility and advocating for its importance within their Parliament.

Hon. Soulé Adam and his team succeeded in securing the participation of the First Vice-President of the National Assembly and the Minister of Finance and National Economy at the opening ceremony. The presence of senior officials at the opening is an important indicator of the political will and support needed to promote gender equality.

The workshop provided a training program to equip parliamentarians with tools to analyze budgets and advocate for
gender equality. The key themes and topics covered over the three days included:

- The budget cycle;
- The role of parliamentarians at all budget cycle stages; and
- The concept of gender responsive budget and its relation to PRSPs.

As a mechanism for enhancing parliamentarians’ understanding of the concept of gender budgeting, the Parliamentary Centre introduced a case study which focused on the education sector. The case study, preceded by a presentation by Gender Expert, Dr. Marie-Odile Attanasso, highlighted the role of the budget as a strategy for poverty reduction as well as establishing the link between poverty and various social services, such as education. Furthermore, the use of the case study proved to be an effective way of enhancing parliamentarians’ appreciation of the relationship between gender definition, terminology and the budget, as a tool of analysis and mechanism for bridging the gender gap.

In addition, the workshop provided the opportunity for countries to share their gender equality related developments. Of note was the presentation by the official from the Benin Ministry of Finance, which offered parliamentarians an opportunity to study the budget formulation process from the Ministry’s perspective. This interaction with Ministry officials was essential for parliamentarians to identify entry points for influencing the allocation of resources in a manner which effectively addresses the gender gap.

Interestingly, all parliamentarians at the workshop confirmed that:

- The gender budgeting concept was relatively new to their parliaments and has not been incorporated in their deliberations of the national budget or in parliamentary analysis of the budget and oversight.

- There was general frustration experienced by MPs due to the strong control the executive has over the budget cycle.

- Though gender mainstreaming is adopted by ministries as a policy, there is an absence of parliamentary engagement in implementation.

- There is a need for MPs to involve civil society in order to make the budget process participatory and transparent. Furthermore, budgets should be decentralized to enhance participation, transparency and accountability.

As with all workshops, an action plan was developed. The plan includes various follow-up actions. The MPs agreed:

- To lobby for gender equality awareness among all actors involved in gender work within the government, parliament and civil society;

- To organize a parliamentary day in each of the parliaments represented at the workshop for sharing of findings from this workshop;

- To create an ongoing mechanism for exchange between MPs from the region and at a Pan African level on issues of gender budgeting; and

- To initiate pilot projects in each parliament incorporating gender analysis.

We hope to share the results of the action plan in our next issue, as we hear back from members on the most recent parliamentary budget sessions. As the Network continues to intensify its gender budgeting program, we will continue to update members of the training available and the advocacy work underway in the various legislatures.
**Deepening our Relationship with the APF and its Women’s Network**

The Parliamentary Centre once again was privileged to attend the APF annual general meeting as well as the APF Women’s Network meeting. This provided the Centre with the opportunity to solidify its relationship, which began in Charlottetown, (Canada) in 2004, with the APF, and, more specifically, its Women’s Network. This relationship continues to gather momentum and provides the opportunity for the Centre’s Gender Equality Network to collaborate on activities of mutual interest with the APF’s Women’s Network. An example of this collaboration was support to Central African countries on CEDAW and its implementation, which took place in Libreville, Gabon in December 2005.

**The APF’s Women’s Network through the Eyes of its Former President**

by The Honourable Viviane Compaoré  
Member of Parliament, Burkina Faso

The network of women parliamentarians of the Assemblée parlementaire de la Francophonie (APF) officially created in Bern in 2002, is entirely composed of women from the different APF sections. Its first elected steering committee was set up in Niamey.

Among the objectives of the network are:

- Encouraging a greater participation of women in the political, economic, social and cultural scenes at both the national level and throughout French-speaking countries,
- Promoting the exchange of experiences and encouraging solidarity among women parliamentarians,
- Contributing to the protection of human rights, particularly those of the girl-child and mother.

A political think tank, the network discusses all issues of interest to its members and deliberates on matters of common interest. Women parliamentarians can hence bring forward the viewpoints of women on issues being addressed by the APF.

Considering that the CEDAW is the most comprehensive instrument for the promotion of women’s rights, the network has placed its implementation at the top of its priorities. The network, within the framework of its 2004-2005 inter-parliamentarian cooperation program, implemented in collaboration with the Agence intergouvernementale de la Francophonie and the support of the Parliamentary Centre, organized information and awareness-raising seminars on the content, strategies and means to practically implement this instrument in their respective countries. The main objective of these seminars was to strengthen the organizational and negotiation capabilities of women parliamentarians to disseminate, in their own countries, the principles and the different laws laid down in the CEDAW.

Indeed, despite the declarations and ratifications of international conventions, particularly the Convention on the Elimination of All Forms of Discrimination Against Women and the African Charter on Peoples’ Rights, there is no harmony between positive law and the persistence of certain customs. There are still several shortfalls and deficiencies in the legal and social protection of women that curb the development of their full potential. Worse still, belonging to the human race in itself does not
assure the woman of efficient legal protection which would allow her to participate in a conscious and informed manner in the development of her country. The principle of equality of men and women is influenced by cultural postulates and social principles. However, this lower status given to women does not reflect the major role they play in the production of goods and services and in the reproduction of society, nor does it reflect their involvement in activities of high potential growth, beneficial to the entire family, community and the nation at large.

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which was adopted December 18, 1979 by the UN General Assembly and which entered into force September 3, 1981, is a powerful instrument for gender equity as it affirms the principles of equality and non discrimination and protects and promotes women’s rights. The CEDAW sets the norms and provides the mechanisms to eliminate discrimination against women both from a legal viewpoint and as regards her activity in private and political life.

During these seminars, we realized that the Convention was widely misunderstood. This situation gives rise to misinterpretation and sometimes a lack of knowledge on certain key concepts and strategies related to our common quest for gender equality. I would like to insist at this point that, though the Convention on the Elimination of All Forms of Discrimination Against Women specifically refers to women, it however is no less a human rights instrument. We all know that human rights are indivisible: the CEDAW therefore concerns all human beings, male or female, and should be of interest to all men and women at every level and of all conditions.

During the 10th Summit of French-speaking countries November 26-27, 2004, the chair of the network of women parliamentarians of the APF, in collaboration with the NGO “Equilibre & Population” and under the chairmanship of the Minister of Social Welfare and National Solidarity, held a press conference the eve of the Summit, to commemorate the International Day for the Elimination of Violence Against Women instituted by the United Nations following resolution 54/134 of December 17, 1999. We noted with satisfaction the growing interest of the populations, and particularly of journalists, for awareness-raising activities and gender-related challenges. We also noted a demand for information on the activities of our network expressed by journalists.

Amnesty International addressed a letter to the network, through its Secretary General, regarding rape cases in the Republic of Central Africa during the 2002/2003 war. The network expressed concern about this grave issue that African women know only too well. The network reacted through a Declaration stating its urgent wish for the respect of the UN Convention on the Elimination of All Forms of Discrimination Against Women that all its sections have ratified.

The network participated in the 49th session of the Commission on the Status of Women held in New York in February 2005, which reviewed and assessed the implementation of the Beijing Declaration and Platform for Action. The chair of the network had the honor to present, during the plenary session, the common position of French-speaking countries adopted by the Ministers and Heads of Delegations from francophone countries at Beijing +10. It was a great example of Francophone agreement.

Human rights are indivisible: the CEDAW therefore concerns all human beings, male and female, and should be of interest to all men and women...

Viviane Compaoré MP, Burkina Faso
Gender Equality on the Continent

Gender Equality Situation: The Kenyan Case

by Professor Christine Mango
Member of Parliament, Kenya

Over the last two decades, there has been increasing recognition of the significant role women play in the socio-economic and political development of society. However, the full participation of women in development continues to be hampered by a number of obstacles. These challenges essentially put women at a disadvantaged position in so far as realising their full potential and freedoms are concerned.

Women's participation in decision-making at household and national levels has been found to be an important ingredient in socio-economic development. Although women's participation is increasing, it remains far below that of men. In 2002, the number of women who stood in parliamentary elections was 44, of which only nine were elected, compared to 991 men who stood and 201 elected. An additional eight women were nominated. Women’s participation in elections is hampered by their lack of resources. A similar situation occurred in local authority, elections where women candidate numbers were very low (382) compared to those for men (6625). After the 2002 general election, three women were appointed to full cabinet positions and four became assistant ministers. The last cabinet shuffle in December resulted in lower representation of women in the government, with only two out of 34 ministers and not more than four assistant ministers. This goes to show how women are invisible in spite of being more than 50% of the population.

By 2002, women's representation in the decision-making positions ranged from approximately seven to 38%. See table on this page for details.

Women are more disadvantaged both in terms of access and outcomes. Although currently, in most provinces, primary education is free and enrolment of girls to boys is 50/50, the drop out rate of the girl-child is higher than that of the boy-child. Illiteracy rates among females are

<table>
<thead>
<tr>
<th>Position</th>
<th>No. of Woman</th>
<th>Total No.</th>
<th>% of Woman</th>
</tr>
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<tbody>
<tr>
<td><strong>Administrative and Diplomatic Ranks</strong></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Provincial Commissioners</td>
<td>1</td>
<td>8</td>
<td>12.5</td>
</tr>
<tr>
<td>Permanent Secretaries</td>
<td>4</td>
<td>30</td>
<td>13.3</td>
</tr>
<tr>
<td>District Commissioners</td>
<td>5</td>
<td>73</td>
<td>6.8</td>
</tr>
<tr>
<td>Deputy Secretaries</td>
<td>14</td>
<td>86</td>
<td>16.3</td>
</tr>
<tr>
<td>District Officers</td>
<td>85</td>
<td>729</td>
<td>11.7</td>
</tr>
<tr>
<td>Ambassadors/High Commissioners</td>
<td>6</td>
<td>34</td>
<td>17.6</td>
</tr>
<tr>
<td><strong>Bench and Bar Composition</strong></td>
<td></td>
<td></td>
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<tr>
<td>Chief Justices</td>
<td>1</td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>High Court Judges</td>
<td>1</td>
<td>10</td>
<td>10.0</td>
</tr>
<tr>
<td>Commissioners of Assize</td>
<td>6</td>
<td>35</td>
<td>17.1</td>
</tr>
<tr>
<td>Chief Magistrates</td>
<td>3</td>
<td>8</td>
<td>37.5</td>
</tr>
</tbody>
</table>

The trend for other positions within the legal sector remained with a female representation of less than half.
almost twice that of males (21% versus 14%). This inequality takes into account regional dimensions. While in Nairobi 91.8% of women are literate, in the North East province the female literacy rate is only 6.4%.

Women can be disadvantaged if they are not fully empowered or informed. This is seen with the HIV/AIDS prevalence which is higher among women (ranging from 3-13%) compared to men (ranging from 0.4-8.8%) in the 15-49 age group. The high percentage of women with HIV compared to men in nearly all age groups suggests that women are at a higher risk of contracting the virus.

Economically, men have higher incomes and are better placed in the job market. Women occupy low grade positions, especially in the public sector, and are concentrated in the non-professional positions. It is significant that women only constitute 13% of the total professionals in the country’s entire public sector. Furthermore, the unemployment rate is higher for females than males. For example, in a 1998/99 labour survey, there were 72,824 men between the ages of 20-24 unemployed in urban areas compared to 274,395 women.

An increasingly important indicator of the level of gender development in the country is the presence or absence of gender violence. There has been increasing concern in the country about violence, particularly violence against women, which constitutes a violation of human rights. A recent survey has shown that 25% of women in Kenya have experienced some form of violence since they were 15 years of age. The violence depends on attitudes of both men and women and on cultural norms. A bill on domestic violence is to be presented in Parliament when it opens in March 2006 by one of the women members of parliament. In the government, there is a Ministry of Gender, Culture and Sports for which there is a gender commission which was established in the present 9th Parliament.

The above points out the disadvantages women face in a wide range of social, political and economic spheres. Their limited participation in key decision-making bodies in the country may limit their access to education, employment, and other services. Ironically, despite their disadvantaged position, they have a comparatively higher life expectancy than men. In addition, the country is faced with many challenges that impact negatively on gender. For example, the country has over 1.8 million orphans and vulnerable children whose education, medication and nutrition is required. This is bound to worsen the gender situation. Affirmative action is not being vigorously pursued except when it comes to free primary education—this is not enough to address gender equality and equity.

A New Era Begins for Burundian Women

By Ms. Monique Rwasa
Former Member of Parliament

The emergence of power stemming from the ballot box offers Burundian women a much larger representation compared to previous years. For instance, the Speaker of the House of Representatives, the second Vice-President of the Republic and the two Vice Chairs of the Senate are women.

Moreover, the Government includes seven female Ministers in charge of the following key portfolios: Foreign Affairs and International Cooperation, Justice, Trade and Industry, Planning and Development, AIDS Control, Environment and Tourism and finally National Solidarity, Human Rights and Gender. Women also account for about 30% of provincial governors, a first in my country where only one female governor had existed throughout its history and that was in 1993.
Burundian women are also well represented in local administration. Though the 30% quota for women has not yet been reached, there is a marked improvement compared to previous years.

In Parliament, the constitutional quota of 30% of seats allocated to women was reached as it went from 19% in 2004 to 30% in 2005. In the Senate, it rose from 18% in 2004 to 32% in 2005.

Burundi’s ratification of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) was a key instrument for the female parliamentarian to use in her advocacy to ensure gender issues be taken into consideration. The political will of our leaders did the rest.

This important progress is the fruit of an all out fight led by female Burundian parliamentarians on all fronts, in association with women in civil society, through awareness-raising campaigns geared towards the population in general and women in particular.

The female parliamentarians also ensured that all laws to be voted factored in the gender dimension. Such amendments were proposed during the drafting of the post-transition Constitution and during the examination of bills such as the Electoral Code and the Communal Law, to cite a few. Hence, for example, how the minimum 30% quota for women in Parliament and in Government was included in the Constitution.

Female parliamentarians however face many challenges, and two major ones in particular. First Burundian culture does not grant much authority to women, to the extent that she is forbidden to speak in public on the grounds that it would be indecent of her! To illustrate this, there is a saying in Kirundi (the national language) that states: “the hen cannot sing when the rooster is around”. This exemplifies the intensity of the fight to change, however modest, mentalities and behaviours!

The second major challenge is the low rate of literacy among Burundian girls and women, as some parents do not see the necessity to send their daughters to school.

The satisfactory result obtained today speaks of a new era for the Burundian woman, who was able to confront, with enormous courage, a long, unprecedented crisis period suffered by the country while pursuing unfailingly, and at times risking her life, activities to develop the economy and increase the number of occasions likely to reconcile the population and establish peace.

Given that she is, at present, included in all decision-making bodies nationwide, I firmly believe that she will contribute to her country’s reconstruction and true development for she is now better equipped to do so.
Websites to Remember

The Convention for the Elimination of all Forms of Discrimination against Women (CEDAW) and its Optional Protocol Handbook for Parliamentarians
http://www.ipu.org/english/handbks.htm#wom-protocol

The African Union Protocol on the Rights of Women in Africa
http://www.achpr.org/english/_info/women_en.html

MDGs
http://www.un.org/millenniumgoals/

Parliament de Budget and Gender
http://www.ipu.org/english/handbks.htm#budget

NEPAD and APRM

Online Discussion on microcredit (Parliamentary Centre initiative)
http://www.parlcent.ca/africa/Gender/videoe_westafrica_e.php

Parliamentary Centre website which includes links to the Gender Equality Network and other Parliamentary Centre Networks
http://www.parlcent.ca/index_e.php

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