

Canada - Africa
Parliamentary Association



Association parlementaire
Canada - Afrique

**Report of the Canadian Parliamentary Delegation
respecting its Bilateral Mission to the Republic of Madagascar
and the Republic of Mozambique**

Canada-Africa Parliamentary Association

**Antananarivo, Madagascar and Maputo, Mozambique
March 15 to 21, 2014**

MEMBERS OF THE DELEGATION

The Canada-Africa Parliamentary Association was represented by:

- The Honourable Raynell Andreychuk, Senator and Co-Chair
- The Honourable Mauril Bélanger, P.C., MP and Co-Chair
- Lois Brown, MP and Vice-Chair
- Cheryl Gallant, MP
- Linda Duncan, MP

The delegation was accompanied by:

- Alexandre Roger, Secretary of the Association

OBJECTIVES

The Canada-Africa Parliamentary Association (hereinafter referred to as the Association) made bilateral visits to Antananarivo, Republic of Madagascar, and Maputo, Republic of Mozambique, from March 15 to 21, 2014.

In both countries, the delegation had the following objectives:

- To strengthen bilateral relations
- To engage parliamentarians on democracy and governance
- To learn about progress and remaining challenges in strengthening democracy, the rule of law, human rights and good governance
- To learn about the activities and perspectives of private sector, civil society, and non-governmental and multi-lateral development organizations operating in the countries.

To achieve these objectives, the delegation met with parliamentarians, government representatives and members of the electoral commissions, as well as representatives of civil society, the independent press, multilateral organizations and the private sector. Additionally, the delegation visited an orphanage for girls in Antananarivo, Madagascar, and a school outside of Maputo, Mozambique.

REPUBLIC OF MADAGASCAR

A. Madagascar

Madagascar is situated in the Indian Ocean off the coast of Southeast Africa. It is made up of the main island of Madagascar (the fourth largest island in the world) and several smaller islands. The capital is Antananarivo and there are six provinces (known as faritany).

Population

Madagascar's population is estimated to total 23.2 million people. Over 60 percent of the population is aged 24 or younger. It is made up of various ethnic groups, including 18 tribes, as well as Indo-Pakistani, Comoran and Chinese minorities.

Language

The various ethnic groups share a common language, Malagasy, which, along with French, has long been the official language. The 2007 Constitution added English to the country's list of official languages.

Religion

Fifty-two percent of the population practices indigenous religious beliefs. Another 41 percent of the population is Christian, and seven percent is Muslim.

Political History

Madagascar's history has been characterized by ongoing tensions between the Merina and Côtier ethnic groups. The Merina are of Indonesian origin and traditionally inhabited Madagascar's highland plateaus, whereas the Côtiers are predominantly of African descent and inhabit the islands coastal areas. Until French colonization in 1896, Madagascar was an independent kingdom ruled by the Merina, who made up approximately a quarter of the population.

In 1958, Madagascar became an autonomous state within the French Community. President Philibert Tsiranana, leader of the Parti Social Démocrate (a Côtier party supported by the French), was elected as the country's first president in 1959. Madagascar gained its independence from France in 1960.

In 1972, civil unrest led Tsiranana to transfer his powers to the army. A period of instability ensued, with power being assumed by a succession of military officers. In 1975, Didier Ratsiraka (a Côtier) became Head of State. A new Constitution was passed, under which Ratsiraka was twice re-elected. For the next 17 years, Ratsiraka governed over a system in which all parties had to be members of his Front National pour la Défense de la Révolution Socialiste Malgache (FNDR).

In 1990, the government formally allowed multi-party politics. Free presidential and National Assembly elections held in 1992 ended the era of single-party rule. In 1997, however, presidential elections returned Ratsiraka to power.

In 2001, Ratsiraka was challenged in bitterly contested elections by Marc Ravalomanana, who was later declared the winner by the High Constitutional Court. Ravalomanana began a second term following a landslide victory in generally free and fair elections in 2006. However, protests over increasing restrictions on the press and opposition forced Ravalomanana to hand over power to the military in 2009. In what amounted to a coup d'état, the military later conferred the presidency on the mayor of Antananarivo, Andry Rajoelina.

The AU and the Southern African Development Community (SADC) suspended Madagascar after the 2009 coup. The United Nations, the AU, SADC and the Organisation internationale de la Francophonie mediated between the key political actors and an agreement was reached. However, Rajoelina violated the terms by unilaterally appointing a prime minister and the deal fell apart. Rajoelina rejected further attempts to reach an agreement. In response, the AU imposed sanctions. Rajoelina responded with charges against Ravalomanana. He also barred Ratsiraka and Zafy from the country, while preventing their party members from leaving or accessing their assets. An unsuccessful coup attempt occurred in November 2010.

The new Constitution of the Fourth Republic of Madagascar was approved by referendum and entered into force in December 2010. It reduces the minimum age for presidential candidates from 40 to 35 years (Rajoelina is not yet 40) and requires that candidates live in Madagascar for at least six months prior to an election (thus barring past presidents living in exile from being candidates).

In March 2011, SADC mediators proposed a transitional program which was signed by eight of the 11 main political groups in the country, but not the parties of Ravalomanana, Ratsiraka or Zafy. SADC mediation resulted in another agreement in September of the same year. This agreement was signed by ten groups including those of Ravalomanana and Zafy. Elections were to be held within one year. A new government of national unity was formed, under which Rajoelina was to remain president and Ravalomanana was to be allowed to return from exile. However, Rajoelina did not respect his commitment, and Ravalomanana was not allowed to return. Rajoelina did invite Ratsiraka to return after nine years in exile in France.

A former Finance Minister in the Rajoelina government, Hery Rajaonarimampianina, formed a new party called New Forces for Madagascar, in 2013. He was supported by Rajoelina in the presidential election and won the race with 53.5 percent of the vote in the second round. Following a second round contested by Jean Louis Robinson, the electoral court confirmed Rajaonarimampianina president on 17 January 2013. His inauguration ceremony was marred by a bomb attack, in which one person was killed and another 33 injured.

Final results of the legislative elections were announced in February 2014. Rajoelina's party, the Mapar, received a majority of seats, while Ravalomanana's party was in second place. Rajoelina's former minister of justice was elected as the president of the National Assembly on 18 February 2014 and five of the vice-presidents of the National Assembly are also from his party. One vice-president is from the Special Parliamentary Group of independent deputies, which has announced its support for Mapar.

The appointment of a prime minister has proven more difficult. The High Constitutional Court has interpreted the constitution to say that the Mapar, as the party with the largest number of seats in the National Assembly, is to propose a prime minister, who would then be named with the agreement of the president. However, this interpretation is contested. A coalition of parties, the "Ravalomanana movement," says that it has a majority of seats and should be entitled to name the prime minister. Though it appeared that Rajoelina might seek the role of Prime Minister himself, he has declared that he will not do so.

As of 27 January 2014, the African Union had removed all measures against Madagascar and lifted Madagascar's suspension from the organization. The SADC did the same on 30 January 2014, followed by the IMF in March.

Governance

Madagascar's political system is in transition from the structures put in place by the High Transition Authority since 2009 to those outlined in the 2010 Constitution. The 2010 Constitution provides for the executive branch of government to be made up of the president and his or her government and for a bicameral legislature with a National Assembly and a Senate.

The president is elected by the people for a five year term and is limited to two terms. A president that seeks re-election must resign 60 days before the election and the president of the Senate takes on his or her functions until the inauguration of the new president. In presidential elections, unless a candidate obtains a majority of the votes in the first round of elections, there is a run-off between the two candidates that received the most votes. The run-off must take place within 30 days of the first round election results being published.

Deputies of the National Assembly are elected for a five year term as well. There are 151 seats in the National Assembly. The country is divided into districts with the following division of seats:

- two members for each of the six districts in Antananarivo, the capital;
- two members for each of the chefs-lieu of the Faritany (provincial capitals);
- two members for district with a population over 250,000 (other than the capitals); and
- one member for each district with a population of less than 250,000.

Deputies are not allowed to change political groups once elected.

Senators also serve five-year terms. The Constitution states that the Senate's functioning and composition and rules for the appointment and election of Senators are to be established by law, though no such law appears to have been passed to date. The Senate is to represent the decentralized territorial collectives and social and economic organizations. Two-thirds of its members are to be elected in equal numbers from each province and one-third is to be appointed by the president to represent economic, social and political forces or due to their particular competencies.

The National Assembly and the Senate are to have two sessions per year, starting in May and October, for a period of 60 days each.

Economy

Madagascar's 2009 coup and ensuing political turmoil were met with international sanctions, the withdrawal of aid and reductions in foreign businesses and tourism. GDP growth decreased from 7.1 percent in 2008 to -4.1 percent in 2009. By 2012, this had recovered to a modest three percent, for a GDP per capita of US\$447. The World Bank

has estimated that the country's economy lost \$8 billion due to the political crisis and found that 92.6 percent of the population was living on less than \$2 per day in 2010.

Madagascar's economy is based largely on services (56 percent), followed by agriculture (28 percent) and industry (16 percent). Industries include meat processing, seafood, soap, breweries, tanneries, sugar, textiles, glassware, cement, automobile assembly, paper and petroleum. Madagascar is the world's leading vanilla producer. Poor weather and locusts negatively impacted agriculture in 2013, resulting in greater food insecurity in rural areas. The China–Africa Development Fund, the Development Bank of China and the Shanxi Tianli Enterprise Group Corporation are funding a \$60 million project to grow cotton in Madagascar.

Madagascar Oil is currently developing onshore oil fields as oil prices have made heavy oil extraction more economically viable. They have a joint venture with the French company Total in one field. ExxonMobil has also announced it is restarting exploration off the coast of Madagascar.

Mining is a small but growing industry. Rio Tinto owns 80 percent of a local subsidiary that is extracting ilmenite and zircon from heavy mineral sands (the government owns the other 20 percent). Canadian companies Sherrit International and SNC-Lavalin own 40 percent and 5 percent, respectively, of the Ambatovy nickel mine (other partners are Korea Resources (27.5 percent) and Sumitomo Corp. (27.5 percent)).

Development

The UNDP's 2014 Human Development Index ranked Madagascar 155th out of 187 countries . Since 1980, life expectancy in Madagascar has increased by 18.7 years, and expected years of schooling increased by 2.4 years. However, Madagascar's GDP per capita has decreased by some 35 percent in the same period, with substantial negative effects stemming from political instability over the past five years. Today, some 92 percent of Madagascar's inhabitants live on less than \$2 a day. Public expenditures on health and education have decreased, and the number of children out of school is estimated at 1.6 million. In addition, erratic rainfall, cyclones and a plague of locusts damaged harvests in 2013, exposing some four million people in rural areas to hunger. Madagascar is not expected to reach any of the Millennium Development Goals.

B. Relations with Canada

Diplomatic relations and official representation

Canada established diplomatic ties with Madagascar in 1965, five years after its independence. Canadian relations with Madagascar are managed from our High Commission in South Africa, with an Honorary Consulate located in Antananarivo.

Canada is represented in Madagascar by its Honorary Consul, Mrs. Maggie Leong. Madagascar is represented in Canada by its Embassy in Ottawa. Madagascar has consulates in Montreal, Quebec City and Calgary.

This was the Association's first visit to Madagascar. It was the first visit by a delegation of foreign parliamentarians since the swearing-in of President Hery Rajaonarimampianina on 25 January 2014.

Bilateral relations

Bilateral relations between Canada and Madagascar have traditionally been warm, and have seen increased activity in recent years, particularly in relation to the scale of Canadian investment in Madagascar.

One basis of our strong relations is shared membership in La Francophonie. In 1997, Canada assisted with the organization and financing of the Jeux de La Francophonie, held in Madagascar. In 2008, the then-President of Madagascar attended the Summit of La Francophonie in Quebec City. With the 2009 political crisis, the Conseil Permanent de la Francophonie suspended Madagascar from its membership in the organisation. However, Canada continued to actively engage on issues pertaining to Madagascar through La Francophonie and supported efforts by the Southern African Development Community (SADC) to help the country return to democracy.

In light of recent presidential and legislative elections, and the inauguration of the new President, Canada joined consensus in readmitting Madagascar into La Francophonie at the Conseil Permanent de La Francophonie on March 28, 2014.

Development Assistance

Funding for small scale, grassroots development initiatives in Canadian priority areas is available to Malagasy organisations through the Canada Fund for Local Initiatives. Canada also provides support to Canadian organizations working in Madagascar, as well as to non-governmental organizations, United Nations agencies and Global Fund mechanisms through multilateral and Canadian partnership programming.

Trade

Although two-way trade between Canada and Madagascar remains relatively moderate, Canada's Global Markets Action Plan identifies Madagascar as an emerging market with specific opportunities for Canadian businesses. A recent boom in Madagascar's mining sector has significantly increased commercial activity between the two countries.

In 2011, two-way merchandise trade between Canada and Madagascar equalled \$87.4 million, consisting of \$23.9 million in exports to, and \$63.5 million in imports from, Madagascar. Top Canadian merchandise exports to Madagascar include machinery, electric machinery, medical and surgical instruments, furniture, and miscellaneous textiles. Top Canadian merchandise imports from Madagascar include mineral ores, slag and ash, coffee and tea, knit and woven apparel.

A number of Canadian companies and partially Canadian-owned companies are active in the mining sector, and Canada has recently overtaken France to become the largest foreign investor in the country. Cumulative Canadian mining assets in Madagascar increased from \$0 in 2002 to approximately to \$1.9 billion in 2010.

C. Meetings

1. Briefing by Mr. Bradley Bélanger, Canadian Chargé d'Affaires

A briefing on the current political, economic and social situation in Madagascar was offered by the Canadian Chargé d'Affaires, Mr. Bradley Bélanger, accompanied by Mrs. Maggie Leong, Honorary Consul for Canada in Madagascar.

Mr. Bélanger informed delegates of the substantial impact Madagascar's political instability since the 2009 coup has had on its economic and humanitarian situation. However, dialogue appears to be progressing on the possible choice of a prime minister to form a government under President Hery Rajaonarimampianina, following his election in December 2013.

Recognizing this progress, regional and international organizations (AU, SADC, IMF, World Bank, UNICEF) and bilateral donors (Finland) have begun re-establishing ties with Madagascar. The potential restoration of much-needed aid flows, combined with Madagascar's attraction as a tourist destination and its substantial resource wealth can, if properly managed, begin to address the country's challenges in poverty, healthcare and education.

2. Visit to Ankany Avoko Orphanage

The delegation was escorted by Mr. Willem Van Milink of the World Food Program and members of his team to the Akany Avoko Orphanage for girls. They were greeted by the Director of the facility, Ms. Andriandanja Lalaso Maminirina, as well as a number of her staff and resident children.

Created in 1962, with the approval of the then-Minister of Justice Ankany Avoko, the orphanage welcomes children placed by juvenile court judges, orphans and children that have been abandoned by their parents. Canada contributes to ensuring the children receive basic nutrition through the World Food Program, which has supported the orphanage since 2003.

Today, Akany Avoko Orphanage is home to 109 children aged 6-17, including 67 in preschool and primary education, 34 in secondary education and eight in vocational training. The classrooms and living quarters were clean and well maintained, with minimal furnishings and supplies. The administration has pursued increased efficiencies through the use of solar panels for electricity generation and a biogas digester to produce gas for cooking. Gardens and laying hens supplement the basic diet.

3. Meeting with Mr. Mark Plamondon, President, Ambatovy

The delegates met with Ambatovy President Mark Plamondon, and Environment Manager Andrew Cooke.

With \$7.3 billion invested to the end of 2012, Ambatovy – a joint venture between Toronto-based Sherritt International Corporation (40% ownership), Sumitomo (27.5%), Korea Resources (27.5%), and SNC-Lavalin (5%) – is one of the most ambitious projects in Sub-

Saharan Africa. Located near the town of Moramanga, the mine is projected to produce 60,000 tonnes of nickel and 5,600 tonnes of cobalt per year for the next 29 years.

As the provider of 9,500 jobs – of which, 100 are held by Canadians, from a total of approximately 200 expatriate employees – Ambatovy is committed to a diverse, well-trained workforce, and to a workplace that meets safety and human rights standards. Ambatovy is also committed to anti-corruption practices. Mr. Plamondon noted that Canadian anti-corruption legislation helps the company in its refusal to pay bribes.

Ambatovy observes international environmental stewardship standards, as well as Madagascar's biodiversity program. However, as Ambatovy mine is located in an environmentally sensitive area, Mr. Cooke noted that impacts on wildlife habitats are inevitable. These are being offset through various strategies, including horizontal drilling and the creation of ecological buffer zones and wildlife travel pathways. Ambatovy's goal is to create no net loss in biodiversity, and potentially to have a net gain, with full recovery projected to take place over 100 years.

4. Meeting with Mme. Béatrice Atallah, President, Commission Électorale Nationale Indépendante pour la Transition (CENI-T)

Delegates met with Mme. Béatrice Atallah, President, and officials from the Commission Électorale National pour la Transition (CENI-T).

CENI-T was established in 2012 to oversee national, provincial and local election processes under revised legislation adopted in response to concerns over the conduct of the previous election. CENI-T is composed of representatives from each political party and designated technical appointees. Its president is elected by the National Assembly. It has numerous sub-committees, and is working in partnership with several international organizations (e.g. UN) to develop its processes.

CENI-T is mandated to provide security during elections, to educate the public on the right to vote and on the election process, and to train the media on election processes and rules. It also has a mandate to advise the government on recommended revisions to electoral laws, and can investigate complaints from candidates on the election process and refer those to the Constitutional Court when necessary.

The 2013 elections were the first in Madagascar to be overseen by international observers. A total of 800 foreign observers partook in the elections, including several hundred Europeans and a number of Canadians. There were also 10,000 national scrutineers. The elections were deemed to have been conducted in a fair, transparent and peaceful manner.

5. Meeting with H.E. Jacques Ulrich Andriatiana, Minister of Foreign Affairs

Minister Andriatiana provided an overview of Madagascar's current state of affairs and its foreign policy.

He informed the delegates that Madagascar is rapidly recovering from a difficult period, and that it is focussed on economic reform and the establishment of an inclusive parliamentary system. Madagascar is working with the African Union and others to

harness the potential of its vast resource wealth in a manner that leverages international investment and brings maximum benefit to its citizens. It is also pursuing greater regional integration, and beginning to re-engage with international bodies such as La Francophonie.

With regards to security, Minister Andriatiana noted that an improving economy and economic integration raise piracy and migration concerns. Madagascar is preparing for this eventuality with planned upgrades to its port facilities.

6. Meeting with Mme. Christine Razanamahasoa, President of the National Assembly, and newly elected members of Parliament

Delegates met with Mme. Christine Razanamahasoa, President of the National Assembly, as well as eight recently elected parliamentarians of various political affiliations: Jerry Hatrefindrazana (Independent), Jacques Rabenirinaj (MMM/VPM), Nirina Ravelohanitra (Green), Malement Liahosoa (Independent), Anthèlme Ramparany (Independent), Andrianarivo Hary (Independent), Hanitre Razafimanatsoa (Ravalomanana), Raveloarivonjy Behavana (Independent).

The meeting fell on the fifth anniversary of the coup which led to a period of political instability in Madagascar, the suspension of numerous diplomatic relations and bilateral aid programs, including Canada's, the suspension of Madagascar's membership in the African Union and La Francophonie, as well as a substantial decline in the economy and the quality of life in Madagascar.

Discussions centred on the stabilization and conduct of parliamentary democracy in Madagascar since the 2013 election of President Rajaonarimampianina. Although the President has asked parliamentarians to determine a list of candidates for the positions of Prime Minister and of President of the Assembly by consensus, opposition members expressed some concern over the degree to which the government would be prepared to operate by consensus. Negotiations are underway to determine if one or more parties would form a coalition with the Presidential party to establish a clear majority.

The exchanges between parliamentarians also touched on the structure and work of standing committees, the resources available to Members of Parliament to carry out their duties and the future exchanges between our respective parliaments. The delegates offered the Canada-Africa Parliamentary Association's assistance in nurturing understanding among Madagascar's parliamentarians about the cooperative conduct of parliamentary affairs.

7. Dinner with Patrick Sayer, Regional Advisor, Aga Khan Foundation

The dinner was arranged to acquaint Mr. Mauril Bélanger, Co-Chair, and Ms. Lois Brown, MP, with the work of the Aga Khan Foundation in Madagascar. They were accompanied by Mr. Bradley Bélanger, Chargé d'Affaires, Embassy of Canada in Madagascar.

One of the Aga Khan Foundation's main projects in Madagascar is an integrated rural development project in the Sofia district. With Canadian support, the project has increased the region's rice yields by 100 percent, and has since expanded into a broader rural development program, integrating health, education and early childhood development.

In addition to this project, two Canadian International Young Fellows are currently working for the Aga Khan Agency for Microfinance in Antananarivo, funded through the Canadian Professionals for Development project of the Partnership for Advancing Human Development in Africa and Asia.

8. Meeting with Mr. Willem Van Milink, World Food Programme Representative for Madagascar, and representatives of UNDP, AfDB, WB, ILO, and UNESCO.

Delegates met with Mr. Willem Van Milink, World Food Programme and representatives of the UNDP, AfDB, WB, ILO, and UNESCO. Each agency, many of which benefit from Canadian development funding, provided an overview its work in Madagascar.

Madagascar is experiencing high rates of poverty, significant unemployment especially for youth, high rates of malnutrition, poor health and poor access to food. These conditions have been significantly aggravated in recent years as a result of the political instability that followed the 2009 coup. Limited access to services, unstable institutions, poor governance and general corruption continue to undermine public confidence in government.

As international organizations begin to restore aid flows to Madagascar, and as resource revenues grow, support will be needed to strengthen financial oversight and governance capacity. Responding to these concerns, Madagascar's next development plan (2015-19) will focus on promoting human rights, maintaining social services, democratic governance, child protection, election planning, education and improving access to social services.

While the agencies thanked Canada for its leadership on maternal, newborn and child health, many revealed a general misunderstanding in their belief that Canada had disposed of its development agency. Delegates took the opportunity to explain that CIDA had not been dismantled, but rather merged with the Ministry of Foreign Affairs to become the Department of Foreign Affairs, Trade and Development (DFATD). Delegates also explained that much of Canada's development financing had been re-channeled through multilateral agencies.

REPUBLIC OF MOZAMBIQUE

A. Mozambique

The Republic Mozambique is situated on the coast of the Indian Ocean in Southeast Africa. It is made up of ten provinces, with its capital in Maputo.

Population

Mozambique has a population of 25.2 million. Sixty-seven percent of the population is under the age of 24. The main ethnic groups are the Makua-Lomwe, the Tsonga, the Sena, the Ndau, the Chopi, the Chewa, the Yao, the Makonde and the Ngoni. Together, these groups account for approximately 99.9 percent of the population. The remaining inhabitants are of European and Indian descent.

Languages

Mozambique's official language is Portuguese. An additional 40 languages, including Emakhuwa, Xichangana, Cisená, Elomwe and Echuwabo, are also spoken.

Religion

Christianity is practiced by 56 percent of the population. Islam is practised by close to 18 percent of the population.

Political History

A former Portuguese colony, Mozambique became independent in June 1975, following ten-years of armed struggle by the Mozambique Liberation Front (Frelimo). For the next 17 years, a civil war between the Frelimo government and the Mozambique National Resistance (Renamo) destroyed much of Mozambique's infrastructure, including bridges, schools and hospitals. Peace was returned in October 1992 following an intervention by the United Nations Operation in Mozambique. Mozambique held its first multi-party elections in 1994.

The most recent presidential and legislative elections were held on 28 October 2009. These were the fourth elections to be held since the end of the country's civil war. Commonwealth and European Union (EU) observers praised the peaceful and well-organized vote. The final results gave 191 seats to Frelimo, 51 seats to Renamo and 8 seats to the Mozambique Democratic Movement (MDM). Armando Guebuza was sworn in as President for a second consecutive term on 14 January 2010.

With general elections approaching on 15 October 2014, political tensions have resumed. An attack by the military on the base of Renamo leader Afonso Marceta Macacho Dhlakama in October 2013 forced him to flee, and prompted a group of Renamo soldiers and politicians to withdraw from the 1992 peace treaty, fuelling fears of a return to civil war. The party subsequently boycotted municipal elections in November 2013, and made its participation in the 2014 elections conditional upon reforms to Mozambique's electoral laws and regulations governing the National Electoral Commission. Members of the Assembly of the Republic responded by voting unanimously to reform the electoral body, in order to avoid future tensions. A cessation of hostilities agreement announced on 24 August 2014, just a week before official campaigning for the October elections began, appeared to be holding at the time of publication.

Governance

Mozambique has a unicameral parliament known as the Assembly of the Republic. The Assembly is composed of 250 members who are directly elected for a five-year term. Close to 39 percent of the members are women. The Assembly has nine parliamentary committees:

- Constitutional and Legal Affairs and Human Rights Committee;
- Planning and Budget Committee;

- Social Affairs, Gender, Technology and Social Communication Committee;
- Public Administration and Local Government Committee;
- Agriculture and Environment Committee;
- Defence and Public Safety and Order Committee;
- International Relations, Cooperation and Communities Committee;
- Petitions, Complaints and Appeals Committee; and
- Parliamentary Ethics Committee.

An ad hoc committee has been established to review the Constitution.

Despite the implementation of an ambitious reform agenda, Mozambique continues to confront corruption issues. This is attributed to weak internal controls, slow implementation of judicial reforms and conflicts of interest which result in inefficient use of public resources. Nonetheless, progress has been made in implementing an integrated financial management system, scrutiny by the Supreme Audit Court (Tribunal Administrativo), the management of public finances and enforcement of the rule of law.

Improvements have been made in the business environment. In the World Bank's Global Doing Business Ranking, Mozambique went from 135th place in 2010 to 126th in 2011, having performed well in starting businesses and trading across borders categories. Areas needing further improvement include dealing with construction permits, registering property, obtaining credit, paying taxes, enforcing contracts and closing business.

Economy

From 1993 to 2009, Mozambique's Gross Domestic Product (GDP) growth rate averaged 7.5 percent per year. This growth slowed somewhat during the global economic crisis, during which the GDP growth rate was 5.4 percent. Nonetheless, the country's economic growth rate has topped 7 percent since 2011, and is expected to reach 8 percent in the medium-term.

Unlike many African countries, Mozambique's economy is based primarily on the service sector, which accounts for 46 percent of GDP. This is followed by agriculture and fishing, at 30 percent, and manufacturing, at 24 percent. The mining sector is now emerging with the discovery of large coal and gas deposits. Export earnings from coal were estimated at US\$3 billion in 2012, while Mozambique to become the world's third-largest gas exporter after Qatar. Aluminium remains Mozambique's number one export, accounting for more than half of the country's exports.

Growth in the agricultural sector and direct investments from countries such as India, China and Brazil are the main drivers of growth in Mozambique. These investments are primarily in mining, electricity, tourism, construction and telecommunications. Official development assistance (ODA) to Mozambique continues to be significant, at almost US\$89 per capita, representing one of the highest ODA/GDP ratios in Africa.

Development

Between 1980 and 2012, life expectancy at birth increased by 7.9 years, expected years of schooling increased by 3.9 years, and GDP per-capita increased some 106 percent to an estimated US\$1,169 (2013). Between 1996 and 2003, household survey data showed a decline in poverty from 69 to 54 percent. However, recent results show that progress has stagnated.

The UNDP's 2014 Human Development Index (HDI) ranks Mozambique 178th among 187 countries. Some 54.7 percent of the population lives below the national poverty line. Education remains a significant challenge; with a literacy rate of 54 percent, Mozambique falls below the African average (64.8 percent in 2008). Rates of participation by Mozambicans in civil society, and of civil society in public affairs, also remain weak. Significant progress has, however, been made in narrowing gender inequality, especially in education.

B. Relations with Canada

Diplomatic relations and official representation

Canada has had an office in Mozambique since the late 1980s, and Ottawa opened a High Commission in Maputo in 2004. The governments of Canada and Mozambique have been holding bilateral political consultations since May 2006. Ministerial and other official-level visits and exchanges have also become more common.

The Association's first-ever bilateral visit was to Mozambique in March 2006. This report details the Association's second visit to Mozambique.

Bilateral relations

Canada provided peacekeepers and significant support to the UN operation in Mozambique (ONUMOZ) (1992-1994). Our two countries have collaborated in Mozambique and internationally on the Ottawa Convention to ban landmines, and on UN reform.

Development Assistance

Canada and Mozambique have been development partners since Mozambique's independence in 1975. In 2002, as part of Canada's commitment to strengthen aid effectiveness, Mozambique was identified as a core country for Canadian assistance. This partnership was reconfirmed in 2009 when Mozambique was recognised as one of Canada's twenty countries of focus for development assistance, and again in 2014 when Mozambique was again included in a broadened list of 25 countries of focus.

Canadian support is provided through a combination of direct contributions to the Government of Mozambique through common funds, budget support and other programme-based approaches, as well as of projects with Canadian, international and Mozambican organizations. Canada's assistance focuses on increasing food security, stimulating sustainable economic growth, and securing the future of children and youth by

investing in health and education. Mozambique is also one of Canada's ten countries of focus under the Muskoka Initiative on Maternal, Newborn and Child Health.

Underpinning Canada's support to the Government of Mozambique is our contribution to general budget support and targeted initiatives in the area of governance. Gender equality and HIV/AIDS prevention are systematically integrated into all programming as cross-cutting themes. Canada is an active member of the donor community in Mozambique and, from June 2011 to June 2012, was chair of the Group of 19 donors, which leads dialogue between the donors and the government of Mozambique.

Trade

Although Canada has a modest trade relationship with Mozambique, there are increasing opportunities for growth in trade and investment. According to Statistics Canada, two-way merchandise trade between Canada and Mozambique rose by 73.2 percent to approximately \$14.2 million in 2010. Principal Canadian exports to Mozambique in 2010 consisted of miscellaneous textile articles, cereals, machinery, vegetables and electrical machinery, while tobacco, fruit and nuts, musical instruments, wood, and machinery mainly made up Canada's imports from Mozambique. Mozambique's huge mining and natural gas potential represents important opportunities for the Canadian private sector.

C. Meetings

1. Briefing at the Canadian High Commission

The delegation was briefed on the current state of Mozambique's politics and economy by Canadian High Commissioner to Mozambique Shawn Barber, Head of Development Cooperation Edmond Wega, Management Consular Officer (MCO) Pierre Bossé and Senior Analyst - Development Gail Cockburn.

The Frelimo party has governed Mozambique since independence from Portugal in 1975. It is today learning to govern within an increasingly competitive party-based democratic system. This is largely due to the Renamo party's emergence as an increasingly capable political entity, and the rise of the Movement for a Democratic Mozambique (MDM).

Although most Renamo members have renounced the group's past military inclinations, some continue to resist laying down arms. Most prominently, Renamo ex-rebel commander Afonso Dhlakama remains in hiding in northern Mozambique, assisted by a small group of his followers.

Economically, Mozambique remains extremely poor. However, much attention is now being focussed on the country's natural resource wealth which, if properly managed, promises to benefit Mozambicans.

2. Meeting with Mr. Adriano Nuvunga, Executive Director (*Centro de Integridade Publica - CIP*)

CIP is a civil society organization dedicated to fighting corruption. Funded by development agencies, it is inspired by the vision that good governance essential for the preservations of peace in Mozambique.

Today, CIP focuses much of its efforts on the extractive industry. While Mozambique's natural resources have the potential to positively transform the country, measures must be taken to ensure that human rights are respected and that revenues are shared among the population. Toward this end, CIP promotes full disclosure of contracts, ensuring a fair deal for government, and transparent management of public revenues.

CIP is concerned by Mozambique's ongoing political conflict. It emphasizes the need for greater dialogue, compromise, and transparency in government. Renamo must be encouraged and assisted in its maturation as a political entity. The adoption of satisfactory electoral legislation is critical to ensure Renamo's participation in the upcoming election, as well as the stability and legitimacy of the future government.

3. Meeting with Sheik Abdul Carimo, President, National Commission of Elections (CNE/STAE)

The CNE is composed of 19 members. Each serves a five-year term. Five members are appointed by the ruling party (Frelimo); four are appointed by the official opposition (Renamo); one is appointed by the third party (MDM); seven are appointed by civil society. The President of the CNE is nominated by the President of the Republic.

Whereas in the past Renamo discouraged its members from voting over concerns with corruption, it has more recently offered to end its military activities in exchange for electoral law reform. The recent enactment of new legislation providing for a more transparent process and a better balance of rights between political parties prompted Renamo to confirm its willingness to participate in the upcoming general elections.

The next general election is scheduled for October 15, 2014. Foreign election monitors have agreed to participate.

4. Meeting with H.E. Maria Inês Martins, Chairperson, International Affairs Commission (Renamo)

H.E. Maria Inês Martins and several of her team updated the delegates on recent developments within Renamo.

Since the peace arrangements, Renamo has been transitioning from an armed opposition movement to an opposition party in parliament. Ms. Martins informed delegates about the role of Renamo leader Afonso Marceta Macacho Dhlakama, who at the time of the meeting had left Maputo and was in the north of Mozambique.

Ms. Martins centred her comments on the developments of the International Affairs Commission's role in society and parliament. The delegation noted Renamo's progress in this regard, since CAPA's last visit. Structures are now in place for Renamo to play a more effective role in critiquing the programs and policies of the government.

Some discussion revolved around the role of women and general governance issues. Renamo is still a movement in transition.

5. Meeting with H.E. Lutero Chimbirombiro Simango, Parliamentary Leader of the Movement for a Democratic Mozambique (MDM)

The delegates met with Mr. Lutero C. Simango, the Parliamentary Leader of MDM and member of MDM's National Policy Commission and with Mr. Agstinno Ussore, Deputy Chief of MDM.

Draft Criminal Code

Article 223

Article 223 of Mozambique's draft Criminal Code would allow an individual charged with rape to escape persecution by marrying their victim. A carry-over from the Portuguese Penal Code in force before Mozambique's independence, Article 223 was pre-approved for inclusion in Mozambique's new Criminal Code in December 2013 and was scheduled to be debated by Parliament in March 2014.

Article 223 has been criticized widely by local and international human rights organizations, including Amnesty International. CAPA delegates undertook to raise the issue during their meetings with political party representatives. Many of these meetings took place against the backdrop of a street protest against Article 223 in Maputo.

Following their meetings, CAPA delegates noted that Renamo was strongest in its opposition to Article 223, affirming that it would vote against any Code containing that Article. The MDM also said that they would not support Article 223. Representatives of Frelimo, by contrast, were initially less clear about their position on Article 223. By the end of the discussions, however, the delegation was informed that Frelimo would not be supporting Article 223. This shift was reportedly prompted by concerns that the international community's opposition to Article 223 could negatively impact international investment into Mozambique.

As of the date of publication of this report, the version of the new Criminal Code passed by the National Assembly did not include section 223. However, the President of the Republic of Mozambique had not yet signed the Criminal Code into law. International human rights organizations continue to voice their concerns over several other controversial provisions still being considered for inclusion in the draft Criminal Code.

The Movement for a Democratic Mozambique (MDM) has been represented in parliament since 2010. Its eight elected members represent ridings in three of Mozambique's largest cities outside Maputo. MDM's next challenge will be to broaden its base to include a larger segment of Mozambican society.

The party's platform includes the establishment of a progressive compulsory tax regime, transferring jobs from the informal to the formal market, helping young workers acquire housing, the fair and transparent management of natural resources, ensuring self-sufficiency in food production and equality between men and women.

Looking toward the elections in October, Mr. Simango emphasised the importance of ensuring that the police not interfere in elections except to maintain order, that publicly owned media treat all parties and leaders equally, and that international observers be present to help create a climate of confidence.

6. Meeting with H.E. Maria Angelina Dique Enoque, Parliamentary Leader of the Official Opposition (Renamo)

After decades of armed struggle, today the Mozambican National Resistance (Renamo) is building its credentials as a democratic political entity.

Delegates were informed of Renamo's efforts to gain respect and recognition within the legislative process, and its concern that the governing Frelimo party is unwilling to cooperate in earnest with the opposition.

7. Meeting with H.E. Margarida Adamugy Talapa, Parliamentary Leader for the Government (Frelimo)

The Mozambique Liberation Front (Frelimo) currently holds a 61.4 percent majority in the Assembly of the Republic. This includes a Frontbench made up of 45 Frelimo members who fought for Mozambique's independence from the Portuguese.

Delegates were informed of Frelimo's commitment to fostering an inclusive and democratic parliamentary system, engaging Renamo and MDM in dialogue, and its optimism that Mozambique would continue on a peaceful and democratic course. One focus of the current dialogue concerns the equitable distribution of resource revenues in support of Mozambique's economic development.

8. Meeting with Faiza Janmohamed, Mozambique Chief Executive Officer, Aga Khan Foundation

Mr. Janmohamed briefed delegates on the Aga Khan Foundation's work in Mozambique, where its projects focus on health (including maternal, newborn and child health), education and early childhood development, rural development, access to financial services, and strengthening civil society.

Canada has been an important supporter of the Foundation's program in Cabo Delgado, the northernmost and poorest region of Mozambique. Canada is currently funding two projects aimed at improving food security, nutrition, livelihood opportunities, maternal and child health. It is also funding two professionals working in support of the Aga Khan Foundation's activities in the region.

Under the auspices of its education initiative, the Aga Khan Foundation is building a number of schools around the world to provide world-class education and prepare selected students for post-secondary learning. One such school is being built in Maputo.

9. Meeting with Mr. Amilcar Andela, Vice-President, League of Human Rights

Mr. Amilcar Andela outlined the League's creation and present structures. The League receives and investigates information and concerns pertaining to human rights in Mozambique. In addition, interaction with government departments and agencies allows the League to monitor progress on human rights issues. The League works closely with other civil society organizations. Their annual report details human rights issues – both concerns and achievements.

Mr. Andela also discussed the controversial Draft Criminal Code and, in particular, concerns about article 223.

In assessing the League's work, the delegation noted that they were progressing to fulfil their role and perhaps interaction with Canadian NGOs doing similar work would be helpful.

10. Attendance at Journée Internationale de la Francophonie International Day of La Francophonie

Mr. Mauril Bélanger accompanied High Commissioner Shawn Barber to a high school in the Matola District, west of Maputo, to attend a ceremony marking the Journée Internationale de la Francophonie, in which Mozambique has observer status.

The ceremony was presided by His Excellency Henrique Banze, Vice Minister of Foreign Affairs and Cooperation. The Canadian High Commissioner addressed the audience on behalf of all La Francophonie member countries represented in Mozambique. Mr. Bélanger was also invited to say a few words as past Minister of Official Languages of Canada. Also present were Ambassadors and representatives of other countries members of La Francophonie: France, Switzerland, Mauritius, Vietnam, Lebanon and Democratic Republic of Congo.

The program included the finals of a high school basketball tournament and the presentation of medals and cultural expressions in dance, song and poetry. Some 1,500 students and staff were in attendance.

11. Meeting with Mr. Fernando Gonçalves, Editor, Savana independent Magazine and President, Media Institute of Southern Africa

Established in 1994, following the adoption of a constitutional amendment guaranteeing freedom of speech, the Savana weekly newspaper is Mozambique's first privately owned paper.

Mr. Gonçalves informed delegates that Mozambique's High Media Council (Conselho Superior da Comunicação Social), a state body, upholds the freedom of expression, the independence of the press and other professional standards. Despite a formal prohibition on censorship, self-censorship and bias remain an issue. According to Mr. Gonçalves, this is fueled in part by the prevalence of Frelimo members on the boards of potential corporate advertisers, and among major companies' shareholders.

Although Mozambique's largest daily newspaper and its broadcast media are under government control, Mr. Gonçalves emphasised that the country's media enjoys strong competition. Broadcasters adhere to a sense of professional freedom, and the government newspaper competes against another important daily and five weekly newspapers. A recent survey found that the media was Mozambique's most trusted institution.

12. Meeting with H.E. Verónica Nataniel Macamo Dihovo, Speaker of the National Assembly of Mozambique

The Speaker described parliament as a process of co-management, and stressed the importance of ensuring all parties are able to participate in decision-making. However, she also advised that the head of state can override Committee processes where it is deemed beneficial to the state. She also asserted that political direction remained favourable in certain prosecutions.

The Speaker highlighted the challenge of balancing community objections to government intervention in areas such as child protection, HIV prevention, women's rights, human trafficking and the harvest of body parts for traditional ceremonies. She noted that Criminal Code reforms would help criminalize violence against women, and shift certain types of cases from prosecutorial courts to community-based mediation. Underscoring the growing proportion of women in parliament, the Speaker informed the delegation that a special committee had been struck to assess women-related issues in all bills.

13. Meeting with Mr. Henrique Banze, Deputy Minister, Ministry of Foreign Affairs

Mr. Banze underscored Mozambique's growing regional and global potential, and informed the delegates about his country's foreign policy priorities and concerns.

He thanked Canada for its assistance in clearing landmines. This has been a difficult process, due to the absence of maps of where the landmines were placed during Mozambique's civil war, but is now approaching completion. Mozambique's border disputes having also been resolved, the country's main security preoccupation at this point concerns the growth of piracy in the Mozambique Channel.

Mozambique is pursuing its foreign policy and international commercial interests in cooperation with the African Union and the Southern African Development Community (SADC), as well as through the Commonwealth and La Francophonie. While Chinese investment in Mozambique has grown substantially, Mr. Banze emphasised that all those operating in Mozambique must follow the country's rules.

14. Meeting with Dr. Koenraad Vanormelingen, UNICEF Representative to Mozambique

The delegation received a detailed briefing from the UNICEF representative in Mozambique, Dr. Koenraad Vanormelingen.

Dr. Vanormelingen shared statistics and information on the progress made over the past 15 years on child mortality rates, HIV testing and treatment and the availability of water and sanitation facilities. However, statistics also reveal little to no progress on nutrition, education (80 percent of teachers lack training), child protection and poverty reduction.

Finally, Dr. Vanormelingen shared UNICEF's 2014-15 priorities, which are aimed at improving child survival rates, reducing chronic under-nutrition, scaling up total sanitation, expanding social and child protection, and improving quality education. He thanked Canada for its leadership and contributions on those issues.

15. School visit in Marracuene

Delegates visited EPC Eduardo Mondlane School in Marracuene District, approximately 45 minutes northwest of Maputo. The delegation was hosted by the school's administrator, Ms. Claudina Beti Monteiro Cassamo Sã, and her staff. They were joined by Ms. Cremilde Paulo Nuvunga, Vice Director of Education for Mozambique.

Limited facilities and a large student population (2,300 students) require that the school operate in three shifts. The first begins at 6:30 a.m. and the final finishes at 5:30 p.m. Canada is contributing to the quality of education through building teacher capacity and through investments in textbooks. The children are required to cover the books in order to keep them clean and re-useable.

Following a visit to the classrooms, the delegation presented the students with gifts of soccer balls for the school from Canada.

Conclusions and considerations

1. Madagascar

The political instability that followed the 2009 coup gravely impacted Madagascar's development. Once considered a development success story, Madagascar is now struggling with widespread poverty, illiteracy and food insecurity – challenges further aggravated by serious weather events in 2013. However, 2013 also represented a turning point for Madagascar. Presidential and legislative elections held in the latter part of the year were generally considered peaceful, transparent and fair. Today, as political parties begin to take shape, the neo-patrimonialism that once characterized Madagascar's political economy is being replaced by more democratic parliamentary system. The inter-party dialogue that led to the appointment of Roger Kolo as Prime Minister in April provides further reassurance that Madagascar's democratic culture is re-establishing itself.

Responding to this progress, donors and multilateral organizations are beginning to restore links with Madagascar, opening new pathways for the country to pursue greater regional integration and much-needed aid flows. This comes at a time in which Madagascar's vast mineral wealth is beginning to attract international investors and to create employment. These opportunities must be pursued in such a way as preserves Madagascar's biodiversity, and the tourist industry that relies on it. Canada's expertise in the extractive industries, as well as in the public management of resource revenues, stands to help ensure that Madagascar's wealth is utilized in a manner that begins to address the real and present needs of its population. In this context, the Association welcomes recent commitments by Canada's Minister of International Trade to move toward the signing and ratification of the Canada-Madagascar Foreign Investment Promotion and Protection Agreement, and to continue in negotiations toward a Double Taxation Agreement.

Considerations

To support Madagascar's ongoing stabilization as a functioning democracy, and as an increasingly attractive destination for Canadian investment, the Canada-Africa Parliamentary Association encourages:

- The Government of Canada to consider increasing its support and presence in Madagascar.
- The Government of Canada to engage with the Government of Madagascar and the international community with a view to reversing the decline in human development indicators prompted by years of political instability.
- The Government of Canada and Canadian parliamentarians to consider ways in which they can work with their counterparts in Madagascar to strengthen that country's parliamentary and democratic institutions.
- The Government of Canada and Canadian businesses to increase engagement with the Government of Madagascar and others in the promotion of socially responsible corporate practices in Madagascar.

2. Mozambique

Mozambique is in the midst of a political transition. As Renamo and MDM evolve and develop their capacities as political parties, Frelimo is confronted with new demands for a more cooperative parliament and a more level electoral playing field. Frelimo's willingness to satisfy these demands will be critical in helping Mozambique to further consolidate its reputation as a stable and democratic country. Although the opposition harbours some skepticism over Frelimo's commitment to dialogue and compromise, the National Assembly's unanimous agreement in early 2014 to reform the country's electoral law bode well for Mozambique's ongoing democratic maturation. It is critical that the government build on these achievements by exploring new ways to include opposition parties in meaningful dialogue in the lead-up to the October 2014 presidential elections and beyond.

Recent discoveries of significant natural gas and coal deposits stand to further propel Mozambique's transformation. The transparent and inclusive public management of natural resource revenues has become a key policy issue for political parties, bi-lateral and development partners alike. Human and institutional capacity building have in this context become important areas of focus for international assistance. Canadian businesses and foreign policy have much expertise to contribute both in the efficient extraction of resources, and the equitable distribution of the resulting revenues.

As Canada's assistance in 2014 shifts to helping Mozambique achieve sustainable economic growth, it is important that DFATD continues to assist the country in addressing its significant education and health needs. Efforts are also needed to strengthen the independence of the judiciary and the media, and their ability to defend basic human rights. The freedom of expression and the press, for example, will only grow in importance as Mozambique develops into a more pluralist society. Within this context, the Association welcomes Mozambique's achievement in ensuring women's representation in parliament,

as well as indications that women's rights are duly reflected in the country's new Criminal Code.

Considerations

With a view to supporting continued advances in Mozambique's political and economic transformation, the Canada-Africa Parliamentary Association encourages:

- The Government of Canada and all parliamentarians to consider ways and means to support the free, fair and transparent conduct of the 15 October 2014 general elections in Mozambique.
- The Government of Canada to continue to closely monitor human rights in Mozambique and work with the government of Mozambique to assist it in upholding its obligations international human rights instruments.
- The Government of Canada and Canadian businesses to increase engagement with the Government of Mozambique and others in the promotion of socially responsible corporate practices in Mozambique.

D. Acknowledgements

The delegation would like to thank the High Commissioner of Canada to South Africa, H.E. Gaston Barban and Mr. Bradley Bélanger, Councillor (political) as well as Mrs. Maggie Leong, Honorary Consul for Canada in Madagascar for organizing these meetings and looking after the logistics.

The delegation would also like to thank the High Commissioner of Canada to Mozambique, H.E. Shawn Barber, and the members of his team, including Mr. Edmond Wega and Mr. Pierre Bossé for organizing these meetings and visits and overseeing the logistics. The delegation is also grateful to the protocol unit of the Assembly of the Republic for their logistical support in Maputo.

Respectfully submitted,

The Honourable Raynell Andreychuk,
Senator, Co-Chair
Canada-Africa Parliamentary Association

The Honourable Mauril Bélanger, P.C.,
M.P, Co-Chair
Canada-Africa Parliamentary Association

Travel Costs

ASSOCIATION	Canada-Africa Parliamentary Association
ACTIVITY	Bilateral mission to the Republic of Madagascar and the Republic of Mozambique
DESTINATION	Antananarivo, Madagascar and Maputo, Mozambique
DATES	March 15 to 21, 2014
DELEGATION	
SENATE	The Hon. Raynell Andreychuk, Senator, Co-Chair
HOUSE OF COMMONS	The Hon. Mauril Bélanger, P.C., M.P., Co-Chair Ms. Lois Brown, M.P., Vice-Chair Ms. Linda Duncan, M.P. Mrs. Cheryl Gallant, M.P.
STAFF	Mr. Alexandre Roger, Secretary of the Delegation
TRANSPORTATION	\$ 63,716.72
ACCOMMODATION	\$ 7,716.03
HOSPITALITY	\$ 419.50
PER DIEMS	\$ 3,098.97
OFFICIAL GIFTS	\$ 1,064.34
MISCELLANEOUS	\$ 689.07
TOTAL	\$ 76,704.63