

EXPERTS' CONSULTATIVE MEETING:

**TOWARDS A REGION SPECIFIC MANUAL FOR MAINSTREAMING GENDER AND
WOMEN'S ISSUES IN MULTIDIMENSIONAL PEACE SUPPORT OPERATIONS IN WEST
AFRICA**

**HELD AT THE KOFI ANNAN INTERNATIONAL PEACEKEEPING TRAINING CENTRE, ACCRA,
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THE WOMEN PEACE AND SECURITY NETWORK AFRICA (WIPSEN-AFRICA)

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About the Implementing Partners

Women Peace and Security Network Africa (WIPSEN-Africa) is a women-focused, women-led Pan-African Non-Governmental Organization that seeks to promote women's strategic participation and leadership in peace and security governance in Africa. WIPSEN-Africa seeks to institutionalize and mainstream women, peace and security by enhancing women's leadership capacities and promoting constructive, innovative and collaborative approaches to non-violent transformation of conflicts, peacebuilding and human security in Africa. Its objectives are to: 1) Provide a platform for women across all levels of African societies to exchange, share and harmonize strategies for women's leadership and build coalitions to promote peace and security in Africa; 2) Strengthen women's capacities to sustain their active engagement in conflict prevention, resolution, peacebuilding, peace support operations and human security at policy, research and praxis levels; 3) Promote the twin approach of mainstreaming gender and women's perspectives in peace and security institutions and mechanisms; while at the same time mainstreaming peace and security in all gender mechanisms, policies and institutions; and 4) Influence policy development and implementation on women, peace and security through rigorous research, strategic advocacy, and documentation.

Kofi Annan International Peacekeeping Training Centre (KAIPTC) is a Ghanaian lead institution, which is supported by the international community through the provision of staff and specifically focused financial assistance. It operates on behalf of the Economic Community of West African states (ECOWAS) to provide Operational Level training for personnel involved in global, regional and sub-regional Peace Support Operations. The Centre offers regional and international participants the opportunity to examine specific peace operations issues at the operational level and to update and share their knowledge of the latest practices through training courses, conferences, presentation and publishing of research findings. The Centre has a specialized department for Conflict Prevention, Management and Resolution; which liaises with WIPSEN-Africa and EGDC in the implementation of this project.

The ECOWAS Gender Development Center (EGDC) was established to develop, facilitate, coordinate and follow up strategies and programmes aimed at ensuring gender equality. It is structured into a Department of General Coordination; a Division of Policy and Gender Programmes; a Division of New Information and Communication Technology, Training and Capacity Building; a Department of Administration and Finance; a Secretariat. Its strategies include the design of an information programme to ensure visibility of the gender in the work of the Commission; constitute a data bank on the situation of women in the sub region; work closely with women parliamentarians in the sub-region to enhance legislation relating to the status of women; design collective mechanisms with a view to mobilizing the civil society, the private sector and development agencies for the adoption of policies and programmes aimed at common solutions; provide support and assistance to women in order to enhance their

performance in their fields of activities; design a framework for consultation and cooperation with development agencies; organize specialized training; and work closely with women in Parliaments to enhance legislation of laws and regulations relating to the status of women.

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List of Abbreviations

- AWORD African Women’s Organization for Research and Development
- CIMIC Civil Military Cooperation
- CPDM Centre for Peace Dialogue and Mediation
- CPMRD Conflict Prevention Management Resolution Department
- DCAF Geneva Centre for the Democratic Control of Armed Forces
- DDR Disarmament, Demobilization and Reintegration
- ECOMOG ECOWAS Monitoring Group
- ECOWAS ECOWAS Community of West African States
- EGDC ECOWAS Gender Development Centre
- ESF ECOWAS Standby Force
- FAS Femmes African Solidarite
- GTZ German Technical Cooperation
- ICTJ International Centre for Transitional Justice
- IDEG Institute for Democratic Governance
- KAIPTC Kofi Annan International Peacekeeping Training Centre
- LWI Liberian Women’s Initiative
- MARWOPNET Mano River Union Women’s Peace Network
- M and E Monitoring and Evaluation
- MSWGCA Ministry of Social Welfare Gender and Children’s Affairs
- PSC Private Security Companies
- SSR Security Sector Reform
- UN United Nations
- UNDPKO United Nations Department for Peacekeeping Operations
- UNIFEM United Nations Development Fund for Women
- UNOWA United Nations Office for West Africa
- UNMIL United Nations Mission in Liberia
- UNIOSIL United Nations Integrated Mission in Sierra Leone
- UNOGBIS United Nations Office in Guinea Bissau
- UNSC United Nations Security Council
- WIPSEN Women Peace and Security Network Africa

Background

In June 2008, the Women Peace and Security Network Africa (WIPSEN-Africa), the Kofi Annan International Peacekeeping Training Centre (KAIPTC) (both based in Accra, Ghana) and the ECOWAS Gender Development Centre (based in Dakar, Senegal) entered into a tripartite collaboration that is intended to enhance institutional capacities to mainstream gender and women's issues in peace and security processes in West Africa. The partnership further aims at strengthening institutional networking and collaboration between key regional and intergovernmental peace and security actors such as the ECOWAS Gender Development Centre and the Kofi Annan International Peacekeeping Training Centre on the one hand, and civil society organizations on the other hand. Project activities under the framework of the stated partnership are being implemented with a grant support from the German Technical Cooperation (GTZ).

The partnership has a two-fold objective that is aimed at: 1) documenting grassroots women's perspective of peace and security, and 2) empowering institutions with the requisite knowledge as well as tools to mainstream gender and women's issues in peace and security. Specific objectives of the partnership will be realized through a baseline study aimed at generating information on, and enhancing greater understanding of, grassroots women's perceptions of peace and security; and the development of a region-specific manual that could serve as a reference document for mainstreaming gender and women's issues into multidimensional peace support operations. The proposed manual is further intended to complement existing curriculum and training for military and civilian peace support and security actors.

As a first step in the manual development process, an experts' consultative meeting was convened on 21-22 July 2008 at the Kofi Annan International Peacekeeping Training Centre in Accra, Ghana to among others generate key thematic areas and agree on a structure for the proposed manual. The meeting brought together a total of twenty five (25) participants; largely comprising of experts who were identified and selected on the basis of their knowledge, expertise and understanding of both the subject area and the context (geographic) within which the project intervention is planned. Participation was drawn from UN Field Missions in particularly West Africa (UNMIL, UNIOSIL, UNIFEM, etc), ECOWAS (EGDC, ECOWAS Standby Force, and ECOWAS Commission), National Ministries such as the Ministry of Social Welfare Gender and Children's Affairs in Sierra Leone, the Kofi Annan International Peacekeeping Training Centre, and Civil Society Organizations. There was also a representation from East and Southern Africa.

In a bid to generate the thematic focus and contents for the manual the meeting among others interrogated the structural disconnections that exist between peace support operations and local processes; examined existing resources e.g. manuals, toolkits, etc on the subject area; as well as generated shared understanding of the general state of gender mainstreaming in peace support operations. Presentations and discussions were structured along both institutional and thematic lines to address the changing trend in

and evolution of, peace support operations --highlighting the shift from peacekeeping in its traditional sense to a more comprehensive, multifaceted and integrated pattern of engagement as exemplified in multidimensional peace support operations. At the institutional level and in light of the UN's mandate in this area, UN Missions represented at the meeting were given an opportunity to share their respective field experiences. The role and initiatives of UNDPKO was also examined specifically as it relates to developing and delivering standard gender-related training packages to peace support personnel. ECOWAS, KAIPTC and civil society organizations were also given the space to share their respective institutional experiences in the subject area. At the thematic level, discussions were centered on the following areas: conflict prevention, security sector reform (including the role of private security companies in multidimensional peace support operations), trafficking and sexual exploitation, gender and governance reforms, and post conflict justice and reconciliation processes.

In terms of methodology, the meeting featured a blend of presentations, brainstorming sessions, group exercises and information exchange based on institution-specific case studies. This report provides a highlight of deliberations at the two-day experts' consultative meeting and is structured along the lines of the meeting agenda.

Section One: Opening Ceremony and General Presentations

The opening ceremony was chaired by Dr. Kwesi Aning, Head of the Conflict Prevention, Management and Resolution Department at KAIPTC, who in his opening remarks emphasized the all-important need to incorporate gender perspectives in multidimensional peace support operations. Also in attendance was the Commandant of the Kofi Annan International Peacekeeping Training Centre, Major-General John Attipoe; Mr. Derek Deighton, Training Development Officer at KAIPTC; Mr. Charles Richter Addo of the ECOWAS Standby Force; Ms. Aminata Dibba, Director of the ECOWAS Gender Development Centre; and Ms. Jeneh Kandeh, Deputy Minister of the Sierra Leone Ministry of Social Welfare Gender and Children's Affairs (MSWGCA).

In his remarks the Commandant of KAIPTC reiterated the Centre's commitment and support towards the implementation of the outcomes of the meeting and his longer-term aspiration to ensuring the proposed manual becomes a core of the training curriculum and resource pack at KAIPTC. He also called on the experts to reflect on and provide practical panacea to structural/systemic challenges that border on discriminatory traditional laws, cultural values, stereotypes and tokenism which continues to impede on efforts to mainstream gender and the advancement of women particularly within the core security sector. He argued that education and enlightenment are critical to fighting against the status quo and acknowledged the relevance of the proposed manual in this regard. On her part, the Deputy Minister of MSWGCA emphasized the need for policy, as well as political will at both governmental and institutional levels to back up gender mainstreaming. By way of example she referred to the existing national policy on gender mainstreaming which has become a key instrument for incorporating gender perspectives in all peace, security and developmental processes in Sierra Leone.

In order to ensure participants were on the same level, general presentations were provided on key concepts --multidimensional peace support operations, and gender mainstreaming. The presentation on **multidimensional peace support operations** which was given by Dr. Kwesi Aning, took participants through an excursus of the conception of traditional peacekeeping, including its complexities and the challenges that lead to multidimensional peace support operations. To increase the level of understanding of the subject area, the presenter further discussed key words within the phrase 'multidimensional peace support operations'. Literally, multidimensional connotes diversity and within the context of the peace support operations implies taking into consideration conventional military and non-military issues including military and civilian issues, human rights and justice, gender-based violence, rule of law, humanitarian relief efforts, law enforcement, peacebuilding mechanism, gender, youth issues, post war reconstruction, elections, etc.

With regards to peace support operations, it was noted that Africa has long been involved in the business of peacekeeping since the 1960s with the deployment of

peacekeepers to Congo, Sierra Leone, Liberia, Guinea Bissau, Cote d'Ivoire, and Sudan. Africa also contributes troops to the UN Peacekeeping Missions and more recently to peace support field operations. Given that peacekeeping and more broadly peace support is not a new concept or field of engagement to Africa, the presenter noted there is a plethora of tools (including manuals) that have been developed both regionally and internationally to enhance the professionalism of peace support operations. However for peace support operations to be successful in Africa, it is imperative that these PSOs acknowledge and understand the complexities surrounding the context within which the operations are taking place. These complexities are usually deep-seated and context-specific and are thus not adequately addressed in the generic tools which exist to govern the activities of peace support missions. Given the focus of the proposed manual on the West Africa sub-region, it was suggested that the manual could contribute to the development and production of knowledge if contextualized, designed and structured to specifically address the causal factors (root, accelerators and triggers) of conflict within West Africa. This the presenter noted will aid personnel and practitioners involved in the practice and operations of peace support to better understanding the complexities within which the operations is taking place, as well as in designing interventions that will be highly responsive and relevant to the host communities and structures.

Some examples of these causal factors of conflict the presenter noted largely border on internal complexities such as political, ethnic and/or religious intolerance, lack of democracy, non-accountability, corruption, bad governance, poorly organized and/or rigged elections, unconstitutional rules and flagrant manipulation of the constitution to sustain the status quo --including lack of transparent power succession mechanisms, etc. The sheer complexities of these factors, it was argued, entails a multifaceted but integrated response that pulls together different skills and actors at each stage of the intervention from pre-conflict, conflict to post-conflict --and this the presenter emphasized is embodied in a multidimensional peace support operation.

A successful implementation of a comprehensive multidimensional peace support operation requires the blending of skills and the active involvement of civilian and military, state and non-state actors --including men, women, boys and girls. However, it has become imperative to consciously make efforts to mainstream gender, and specifically target women and women's groups as key stakeholders in processes such as peace support operations given the entrenched prevalence of patriarchy in the sub-region and the concomitant discrimination, marginalization and/or underrepresentation of women from peace and security related engagements-- especially in relation to their roles as actors and access to decision making. The importance of women's participation in such processes cannot be overemphasized given that women constitute over 51% of the total Africa's population.

The need for a gender perspective in multidimensional peace support operations become critical when one examined the different types of skills and expertise needed

for a successful operation. These skills are of two categories: 1) military and 2) civilian skills. Essential civilian skills include, but are not limited to human and civil rights, humanitarian and relief aid delivery, medical and reproductive health, public information management and communications, legal, psychosocial support, law enforcement, nutritionists, gender, mediation and negotiation, etc.

The presenter also highlighted a few gaps existing within the current operations of peace support. This border on the implementation of two key mandates of peacekeeping missions: 1) the rule of law and 2) monitoring of the implementation of peace agreements. With regards to the rule of law the presenter noted that despite the existence of a UN Office on the Rule of Law, there is no clear framework or manual to govern and/or monitor the implementation of the rule of law. He recommended that the proposed manual should incorporate elements of this, as this is a key concern for the sub-region.

The presentation was enriched by discussions and debates which drew on practical examples from around the sub-region. It was noted that the ultimate responsibility for ensuring women's involvement in peacekeeping and peace support operations rests with national governments who contribute troops for such missions. Given the male dominance of security institutions all across West Africa participants noted that special measures were needed to encourage more female enrollment, as well as to retain women who are already part of national security apparatuses. This calls for policy as well as institutional reforms aimed at eroding all forms of discrimination (latent or overt) against women. Specific recommendations include the following:

- Governments should undertake institutional reforms to enable the recruitment and retention of females in the Army Forces and other security operatives.
- Development of a realistic and obligatory gender mainstreaming mandate in all aspect of multidimensional peace operations.
- The need for research on the impact of conflicts on women, and on the regulations and policies inhibiting women from joining the security sector (especially the armed forces).
- Traditional security institutions and apparatuses should undertake institutional reforms with an aim to reviewing recruitment policies that inhibit women from joining the Armed Forces and other security institutions.
- The UN's mandates for its field mission should clearly insist on the involvement of women in such operations, especially at senior decision making levels.
- Institutions like the Kofi Annan International Peacekeeping Training Centre that has a mandate to train personnel for peace support operations should incorporate gender and gender mainstreaming into their training curriculum.
- The experiences of the peacekeeping operations in Liberia, Guinea Bissau, Cote d'Ivoire and Sierra Leone should be studied, documented and best practices formulated as a model for West Africa.

- A database of women within the security sector should be compiled and used as an advocacy tool to ensure national government nominate female security personnel for peace support operations.

The presentation on **gender mainstreaming** was structured in three parts to examine institutional experiences at the national, regional and international levels. The first which was given by the Deputy Minister, Hon. Jeneh Kandeh, of the Ministry of Social Welfare Gender and Children's Affairs in Sierra Leone focused on the Ministry's experience on gender mainstreaming. Sierra Leone has a national gender mainstreaming policy which was developed in 2000 following the Fourth (4th) World Conference on Women in Beijing in 1995. The Government of Sierra Leone established the Ministry of Gender and Children's Affairs in 1996 which was later transformed in 1997 into the Ministry of Social Welfare Gender and Children's Affairs in 1997 with the mandate to promote women's empowerment and ensure the integration of gender in all national policies, programmes and development plans.

In terms of achievement, the Ministry developed two key policies which it employs in the implementation of its mandates: 1) national gender mainstreaming and 2) the advancement of women. Gender focal points have been appointed in all Ministries to ensure that gender is mainstreamed in all policies, programmes, activities and budgets of the different Ministries, Departments and Agencies. Sectoral policies and reforms have been undertaken to mainstream and address gender issues e.g. Girl Child Education Policy, which provide amongst other free tuition and other benefits for girls of primary and junior secondary school girls. Three Gender Justice Acts were recently enacted --1) Acts on Registration of Customary Marriages and Divorce, 2) Domestic Violence and 3) Devolution of Estates.

Key challenges and constraints faced by the MSWGCA in the implementation of its gender mainstreaming mandate include inadequate political will and slow progress in the implementation of existing policies, low number of women in key decision-making positions, lack of a specific mandate to engage in security related matters and the disconnect between the MSWGCA and security institutions and oversight bodies, underrepresentation of women in security institutions, low-level participation of women in ongoing reform processes e.g. security and justice sector reforms, low level of literacy amongst women and which has contributed to the underrepresentation of women in state institutions, increased violence against women (both structural and physical), the Ministry's weak capacity in implementing and monitoring gender mainstreaming efforts.

The second presentation which focused on the regional level was given in two parts by the Director of the ECOWAS Gender Development Centre, Ms. Aminata Dibba who spoke on the ECOWAS experience in gender mainstreaming and the EGDC Resource Person, Ms. Adelaide Sosseh, who spoke on the ECOWAS manual on gender mainstreaming. The presentation on the ECOWAS experience in gender mainstreaming outlined the objectives, mandate, structures, activities, achievements and challenges of

the EGDC as a regional centre established to ensure cultural, economic, social and political advancement and empowerment of women in the region. In terms of specific gender mainstreaming programming, the EGDC collaborated with the African Union to formulate a gender parity policy for Africa; the Centre has elaborated a Comprehensive Action Plan on Gender for 2009-2011 based on needs assessment on priority areas, policy strategies, area strategies and strategic outcome; drafted an ECOWAS Manual on Gender Mainstreaming; developed a matrix for monitoring and evaluating programmes; is engaged in advocacy in different Member States aimed at increasing the number of women in key decision making positions; has launched an initiative establish dialogue between women's machineries and the Summit of ECOWAS Heads of State and Governments.

General discussions that followed the presentation suggested the important role of the EGDC in documenting the experiences of women in the region and in this regard, specifically urged the Centre to undertake research and documentation on the following:

- Impact of all-female contingent on women in Liberia --such a study should interrogate their role in curbing sexual and gender based violence against women and girls.
- Sexual and gender based abuses and violence against women during pre-conflict, conflict and post-conflict periods. This could be done at different levels, e.g. on the living conditions of women in the Niger Delta (Nigeria), Bawku (Ghana), etc.

The second part of the presentation which focused on the ECOWAS gender mainstreaming manual, described the manual as a generic development but region-specific gender training tool that was developed following a needs assessment exercise. It is generic in the sense that it provides general information on what gender mainstreaming is and the tools for its application. The manual is also structured to provide information on how to organize trainings on gender e.g. specific skills and understanding of the target groups, selection of participants for training, modules and methodologies, monitoring and evaluation, duration of training, etc. Since it was published, the manual has been used in training programmes organized for different ECOWAS machineries --Parliament, Commissioners, Court of Justice and for key actors in some Member States. Participants discussed the structured of the manual and questioned its user-friendliness, and the lack of a monitoring and evaluation guide. There was a specific recommendation that the manual should outline concrete proposals on how women could be integrated at the highest level of decision-making, and an ideal gender sensitive structure and role for the ECOWAS Commission in the West Africa region.

The third level of the presentations on gender mainstreaming which was made by Ms. Funmi Balogun of UNIFEM Kenya focused on the United Nations and its efforts/experiences in mainstreaming gender and women's concerns into its operations. A correlation between the experiences and lessons from the ECOMOG peacekeeping

operations in Sierra Leone, Liberia and Guinea Bissau and the UN peacekeeping operations was made from a gender perspective. Illustrations from these two examples highlighted the important need to review existing legal frameworks for multidimensional peace support operations to incorporate the recommendations from Beijing Declaration 1995, UNSC Resolution 1325 (2000), Windhoek Declaration (2000), UNSC Resolution 1820 (2008) etc.

The paper posited that, though the UN deploys female peacekeepers and operate a gender advisory units in all its peace operations, there are critical areas that need to be addressed, e.g. recruitment of women into the Armed Forces, absence of women in Military High Commands and the involvement of women in decision making processes particularly within core security institutions, etc. The presenter further argued that these critical areas can only be fully identified when the entire continuum of multidimensional peace support operations is viewed from three (3) levels --pre-conflict, conflict, and post-conflict; and suggested distinct roles for women and areas for gender mainstreaming at each of these levels.

Pre-Conflict	Conflict	Post-Conflict
<ul style="list-style-type: none"> - Inclusion of women in peace talks and negotiations - Deployment of women in peacekeeping operations - Documentation of sexual offenses - Involving of women in conflict prevention and management - Development of gender policies and/or review of existing policies - Lobbying and advocacy to influence decisions of Member States at international, regional, sub-regional and national levels 	<ul style="list-style-type: none"> - Development of benchmarks for troop contributing countries - Vetting of personnel to be sent on peace support missions, including a critical examination of their track records, history of sexual violence and abuses on women including rape, etc - Review of the recruitment policies of national security institutions to ensure that 	<ul style="list-style-type: none"> - Reparations for women war victims - Inclusion of women at all levels of peace negotiations - Development of a framework for financial assistances for gender activities - Identification of traditional types of reconciliation - Justice for women victims - Identification of donors and critical entry points for women - Legislative, judicial, political, economic, security and administrative reforms guided by lessons from the conflicts - Increase opportunities for women's political participation and access

	<p>there are no biases against particularly women</p>	<p>to decision-making</p> <ul style="list-style-type: none"> - Research and documentation on the impact of conflicts on women and this could serve as reference materials for advocacy programmes.
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The list above is not exhaustive. Monitoring and evaluation was recommended as a continuous process at all stages. To buttress the need for such sustained monitoring an example was cited from Kenya where female circumcision had hitherto been banned but is currently being reintroduced in the current post-election crisis period as a way of differentiating women from a particular ethnic group.

The presenter ended by highlighting some challenges to gender mainstreaming including the lack of special funds and absence of sustained funding, inadequate political will, poor governance, low participation of women in decision-making, stereotypes and stigmatization of women, etc.

Section Two: Lesson Learned in Mainstreaming Gender in Peace Support Operations in West Africa

This section featured presentations at the international and regional levels. In the first instance there were presentations from two (2) UN Missions in West Africa --Sierra Leone and Liberia; and in the second from the ECOWAS Standby Force (ESF).

The presentation from Sierra Leone was given by Ms. Battu Jambawai, Gender Officer in the Human Rights Section of the **United Nations Integrated Office in Sierra Leone (UNIOSIL)** who outlined the activities and efforts of UNIOSIL and the Government of Sierra Leone to implement the United Nations Security Council Resolution 1325 on Women, Peace and Security. The following have been accomplished: a gender advisor was appointed in 2007; a commission was set up to encourage the implementation of Resolution 1325; and the establishment of gender theme groups focusing on the following thematic issues: a. Government and leadership with the view to empowering women to enable them participate in decision-making bodies, b. collaboration with NGOs, monitoring and evaluation of governments' commitment, political participation of women, legislation and enforcement, and economic empowerment.

The presentation highlighted the economic and socio-cultural background of Sierra Leone, stating that women constitute about 51% of the population as well as noted that the country is characterized by a culture of impunity and a strong affinity to culture and traditions. There is a palpable increase in gender-based violence. Pursuant to several United Nations Resolutions the mandate of the Mission is primarily to assist the Government of Sierra Leone in maintaining peace and development. The high point of post-conflict Sierra Leone was the establishment of the Truth and Reconciliation Commission by the Government, which was among others mandated to: identify the root causes of the war and make recommendations to appropriate authorities -- including compensation of the combatants, guidelines for the special courts, etc.

Key achievements of UNIOSIL include the elaboration of a manual for the implementation of policies on gender mainstreaming, and the inclusion of gender-based violence and gender mainstreaming in the training curriculum for the Sierra Leone Police (SLP). Challenges include the lack of compensation for female ex-combatants, the non-implementation of most of the recommendations of the TRC, negligence of war-widows, lack of sensitization on the functions and necessity of special courts as it is considered a waste of resources, which could have been channeled into development; low representation of women in the security sector.

Participants' recommendations included the need to incorporate sexual and gender based violence in the training and tests of peacekeeping operations, the documentation and incorporation of incidences of rape and sexual abuses in security reports, the need for gynecologists within peacekeeping operations to attend to the special needs of female personnel, role modeling of female peace keepers, etc. Given that UNIOSIL is

wrapping up its operations, participants further expressed the need for an evaluation on the impact of UNIOSIL.

The presentation from the **United Nations Mission in Liberia (UNMIL)** was given by Mr. James Mugo Muriithi, the UNMIL Gender Advisor. His paper outlined the tasks of the gender advisor, activities and challenges of UNMIL. The main tasks of the gender advisor are to ensure that the UN mission has a gender perspective and assist in building capacity for gender mainstreaming and gender equality. The paper identified three layers of gender mainstreaming in Liberia: the UN mission, Government and Civil Society and reiterated the relevance of building institutional and legislative capacities to integrate gender issues and women's rights as crucial to the process of policymaking, implementation and enforcement.

The following were identified as challenges to gender mainstreaming and the advancement of women in Liberia: inadequate access to justice, weak judicial system, contradictions on issues relating to women's rights in the constitution and customary laws, lack of understanding of issues on gender mainstreaming and responsibilities since the concept is still novel, lack of gender accountability system as there are no clear cut guidelines on gender mainstreaming and policies, duplication of functions by UN Agencies implementing the UN Gender Policy, absence of an institutional action plan within the Army, Police and other Security apparatuses on gender mainstreaming, weak juvenile justice system, increased rape and sexual abuses, discriminatory traditional and cultural practices, collapsed infrastructure such as roads, police stations, hospitals, etc; lack of special funds for gender issues, lack of donors on the ground to support quick-fix interventions, absence of Gender experts in most NGOs; lack of data and accurate information on the priorities and needs of women in the society, which inhibits adequate planning and programming, absence of legislative and institutional capacity to integrate gender.

At the level of UNMIL, the following has been accomplished. The establishment of a gender mainstreaming and analysis Unit within the Mission, gender training for UN Personnel, consolidation and integration of the roles of UN Agencies on gender mainstreaming, training and capacity building of the police on gender and rights of women, police and security reforms to include gender rights and measures to address violence against women, the development of a Gender National Plan, the deployment of an all female Indian peacekeeping force to Liberia, etc.

Responses from participants highlighted the following recommendations: the consolidation of the Sierra Leone and Liberia experiences as a reference for mainstreaming gender in multidimensional peace support operations in West Africa, documentation of the impact of war on women, development of a concise and practical gender training manual, establishment of a database of women and women's organizations skills in different subject areas, advocacy and enlightenment on gender mainstreaming, capacity building for institutions involve in the policy making,

implementation and enforcement of gender mainstreaming policies, review of training curriculum and modules to integrate gender perspectives, leadership training for NGOs in the area of gender-responsive conflict prevention, management and resolution; development of a robust agricultural policy to empower women and eliminate poverty.

The presentation on the ECOWAS Stand-by Force was given by Mr. Charles Richter Addo who gave an overview of the vision, mission, mandate, composition and activities of the ECOWAS Stand-by Force (ESF). The ESF was inspired by the experiences of the ECOWAS Monitoring Group (ECOMOG). The ESF derives its mandate from the ECOWAS Revised Treaty and it is subordinate to the ECOWAS Authority of Heads of State and Government. Article 22 of the ECOWAS Revised Treaty spells out the mandate of ESF which include inter alia: observation and monitoring of peace processes, peacekeeping, humanitarian intervention, enforcement of sanctions, policing activities, peacebuilding, disarmament, demobilization, preventive deployment, and further operations as mandated by the Authority. The ESF Command Structure clearly reveals the absence of a female within the military component of the command; and this is a main challenge given that it is the responsibility of the national armies to second officers to the ESF.

Section Three: Thematic Presentation

A number of themes were pre-suggested as potential module areas for the manual; upon which discussions on the proposed contents was structured. These include: 1) Gender, Disarmament, Demobilization and Reintegration, 2) Gender and Security Sector Reform, 3) Trafficking and Sexual Exploitation during Peace Support Operations, 4) Gender and Governance Reforms, and 5) Gender in Post-Conflict Justice and Reconciliation. Background teasers were made on each of the above-listed thematic areas to provoke discussions that aimed at identifying and agreeing on priority themes for the intended region-specific manual on gender mainstreaming in multidimensional peace support operations.

The paper on **Gender, Disarmament, Demobilization and Reintegration** was presented by Ms. Slu Hlongwa from South Africa and Ms. Etweda Cooper of the Liberian Women's Initiative (LWI). The paper observed the lack of consideration of the needs of women and girls in the disarmament processes in Liberia, emphasizing that it was only after intense advocacy that some considerations were given to the needs of women and girls in 2003.

Identified challenges include lack of female experts on disarmament, erroneous frameworks for defining combatants (in which women are largely perceived as victims and non-combatants), non-implementation and domestication of international instruments, the complex nature and lack of understanding/mastery of the demobilization process, the one-size-fits-all approach to disarmament, etc.

The presentation on **Gender and Security Sector Reform** was given by Ms. Ecoma Alaga and highlighted challenges identified on the subject area from a joint needs assessment exercise and consultative meetings organized by WIPSEN-Africa and the Geneva based Centre for the Democratic Control of Armed Forces (DCAF). Among others, this include the focus on professionalization of the sector (ignoring other fundamental principles) such as oversight, democratic governance, etc; the low level representation of women within security institutions arising from stringent recruitment policies and the non-retention of women; underrepresentation of women in decision making positions within the security sector; lack of institutional gender policies and gender-responsive logical framework for SSR programme design.

Ms. Adwoa Bame of WISE-Ghana gave the presentation on **Trafficking and Sexual Exploitation during PSOs**. Her paper defined trafficking as an organized crime that is low cost, profitable especially during conflicts. Trafficked persons are mostly women, girls and children who are usually sexually exploited. These victims run the risk of contracting sexually transmitted diseases including HIV/ AIDS. It was emphasized that trafficking should be considered an economic as well as legal concern, and not only a health and gender issue. The paper referred to a report on Cote d'Ivoire from 'Save the Children' to substantiate the magnitude of the scourge of trafficking. In Sierra Leone, human

trafficking is also on the increase following the war as children are being trafficked from the rural areas to towns for slave labour and sex trade. The impoverished parents consider the trading off of their children an economic relief. Women are involved in this act as both victims and perpetrators.

The paper on **Gender and Governance Reform** was presented by Dr Lehlohonolo Tlou of the Institute for Democratic Governance (IDEG) who gave an overview on the chequered history of West Africa marked by military and autocratic regimes. These undemocratic and military regimes portrayed patricidal governance and decision-making systems that largely exclude women. For the presenter, governance is the essence of who is participating in the decision making process. It was emphasized that, the advent of democracy in 1990s had witnessed constitutional, institutional, and administrative reforms. This has resulted in multi-partism, multiplicity of the print and electronic media and improved observance of the rule of law and human rights. Notwithstanding the level of involvement and participation of women in decision-making bodies remains very low.

The paper went further to advocate for research on the impact of the involvement of women in parliaments and decision-making bodies as well as the contributions of women in post conflict societies in Africa. Specific recommendations relates to the need for decentralization of policy, decision-making and fiscal management of national revenue, increased access to justice for women and an inclusive governance mechanism.

Mr. Lansana Gberie of the International Centre for Transitional Justice (ICTJ) gave a presentation of **Gender in Post-conflict justice and Reconciliation Processes**. The paper focused on the establishment of the Truth and Reconciliation Commission in Liberia and Special Courts in Sierra Leone. It was emphasized that, the special courts are perceived by the public as a waste of financial resources, which could have been appropriated for development and post war reconstruction. The special courts are trying nine alleged war criminals and the financial implications are enormous. Key issues for discussion bordered on security sector reform, dispensation of justice, the recognition of rape as a war crime (especially in light of increased sexual abuses and violence against women in post-war Liberia and Sierra Leone), definition of key concepts on gender mainstreaming, portrayal of war as an issue for men and of women as mainly victims, symbolic reparation for women as deliberate efforts and measures to place women in positions of authority, etc.

Key recommendation include the need for necessary judicial reforms to prosecute the perpetrators of sexual abuses including rape, intensive enlightenment campaign to sensitize the Army, police and the public of the consequences of rape as a war crime, research on the nexus between elections and rape in post election Liberia (especially in light of a recent survey on “security issues of boys and girls in Liberia ” which revealed

women empowerment is generally considered by boys as their number one security threat), reflections on the cultural values and gender allocations, etc.

Following these thematic presentations, additional presentations were given on institutional experiences of Gender Mainstreaming in Multidimensional PSOs. Two examples were highlighted from ECOWAS and KAIPTC. The presentation from ECOWAS focused on the **ECOWAS Conflict Prevention Mechanism** and was given by Dr Abdel Fatau Musah, the Conflict Prevention Advisor at ECOWAS. He noted the primordial role ECOWAS has played in peace and security processes in West Africa, and highlighted that the Commission derived its mandate in this regard from three key instruments: the ECOWAS Protocol Relating to the Mechanism for Conflict Prevention, Management, Peacekeeping and Security of 1999; its 2001 Supplementary Protocol on Good Governance and Democracy; and the ECOWAS Revised Treaty.

He underscored the need for the proposed manual to address the causal factors for conflict, by reiterating that a critical element of conflict prevention is the identification of the causes of conflicts and the understanding of the whole cycle and dynamics of conflict framework. He noted that a mix of political, economy, corporate, social and economic interests could trigger violence, accelerate or cause conflict. Some of the accelerators include: corruption, election rigging, chieftaincy disputes, unconstitutional rule, militarism, ethnic tensions, high cost of living, unemployment, xenophobia, political assassination of tribal or community leaders, etc.

He further affirmed that conflict prevention is an aspect of multidimensional peace support operations as is peace enforcement, peacekeeping, peacebuilding, post-conflict reconstruction, relief operations, human rights, etc. Each of these areas he noted should incorporate a gender perspective in order to be fully responsive. In the area of conflict prevention this begins with mainstreaming gender in early warning signals, in early warning analysis, etc. The presenter concluded by stating the important need to put in place practical steps that will increase the number of women in decision making bodies and at the ECOWAS Council of Wise which currently has only 3 females out of 15 members.

Mr. Derek Deighton, the Training Development Officer at KAIPTC examined **Gender Perspectives in Curriculum and Training for PSOs** by drawing on the KAIPTC experience. In doing this, he gave an overview of KAIPTC training curriculum which he noted covers diverse areas such as DDR, CIMIC, Election monitoring and observation. A new curriculum is being introduced and will include the rule of law, SSR, human rights, gender and sexual abuses. The presenter noted that KAIPTC is perceived more as a male outfit and so far mechanisms for mainstreaming gender in the institution fall short of the minimal standards.

In responding to the presentation from KAIPTC participants recommended the following: KAIPTC should recruit gender experts, there should be increased civil-military

relations e.g. in the area of training, etc, and also that existing training programmes should emphasize gender analysis and mainstreaming.

A presentation was also made on the **Role of Private Security Companies (PSCs) in Mainstreaming Gender in Trainings**. The paper expressed the need to formulate an international regulatory framework for PSCs and enhance cooperation between PSCs and ECOWAS. The activities of PSCs in West Africa, such as Dyncorp, were also examined. It was noted that most of these PSCs have no policies on gender and their patterns of recruitment and promotion were largely discriminatory of women. Participants suggested that in regulating the activities of PSCs human rights and gender perspectives should be incorporated. Also the track records of these private security companies should be well researched.

Conclusion and Outcome

Following the presentations and debates, participants were split into four (4) groups and asked to identify gaps, key strategies and additional thematic priorities for the proposed manual. Feedback from the group exercises were presented and collated in plenary where a consensus was reached to model the manual along the lines of the ECOWAS Mechanism which will among other instruments form the basis for the development of the proposed manual.

Seven (7) modules and several sub-units were agreed. These include the following:

Module	Title
Module One	Basic Concepts and Definition
Module Two	Gender and Conflict Prevention
Module Three	Gender and Multidimensional Peace Support Operations
Module Four	Gender and Peacebuilding Processes Governance Reforms
Module Five	Gender and Security Governance
Module Six	Gender and Complex Emergencies
Module Seven	Checklist on Gender Mainstreaming, M&E matrix, roster of competent women, references and additional readings, instruments (including levels of ratification), regulation for recruitment, retention and promotion

Detailed Contents of the Region-Specific Manual for Mainstreaming Gender and Women’s Issues in Multidimensional Peace Support Operations in West Africa is as follows:

<p>TITLE</p> <p>REGION-SPECIFIC MANUAL FOR MAINSTREAMING GENDER AND WOMEN’S ISSUES IN MULTIDIMENSIONAL PEACE SUPPORT OPERATIONS IN WEST AFRICA</p>	<p>REFERENCE SOURCES</p> <ul style="list-style-type: none"> - 1999 ECOWAS Mechanism - 2001 ECOWAS Supplementary Protocol on Democracy and Good Governance - UNSC Resolution 1325 (2000) on Women Peace and Security - UNSC Resolution 1820 (2008) - CEDAW - Protocol to the African Charter on Human and Peoples’ Rights Relating to the Rights of Women in Africa - ECOWAS Conflict Prevention Framework (2008) - African Union Post Conflict and
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	<p>Reconstruction Document</p> <ul style="list-style-type: none"> - ECOWAS Code of Conduct for Armed Forces - Solemn Declaration of Gender Equality in Africa (2004)
<p style="text-align: center;"><u>OUTLINE</u></p> <ul style="list-style-type: none"> - Cover Page - Acknowledgements - Information on Implementing Partners of Project - Table of Content - Executive Summary - Introduction - Module One - Module Two - Module Three - Module Four - Module Five - Module Six - Module Seven - Conclusion <p>* Each module will follow a similar structure as the intention is that each of the module can be used as a stand-alone document</p>	<p style="text-align: center;"><u>MODULE ONE: BASIC CONCEPTS AND DEFINITIONS</u></p> <ul style="list-style-type: none"> - Understanding of Sex and Gender - Understanding of Conflict - Types of conflict theory <ul style="list-style-type: none"> a. Structural factors b. Accelerating factors c. Triggering factors - Conflict Trend/Progression - Gender in Conflict Dynamics - Responses to Conflict: Focus on Peacekeeping - Multidimensional Peace support operations - Gender Mainstreaming (rationale, strategies and approaches)
<p style="text-align: center;"><u>MODULE TWO: GENDER AND CONFLICT PREVENTION</u></p> <ul style="list-style-type: none"> - Includes all Governance Issues (<i>unit will address structural and operational issues</i>) <i>Political, Social, Economic, Corporate, Environment, Natural Resources</i> - Preventive Diplomacy (unit is to be addressed based on the ECOWAS Conflict Prevention Framework: Council of the WISE, etc) - Early Warning (including development of gender sensitive indicators) - Early Response - Peace Making (including peace talks) 	<p style="text-align: center;"><u>MODULE THREE: GENDER AND MULTIDIMENSIONAL PEACE SUPPORT OPERATIONS</u></p> <ul style="list-style-type: none"> - Conflict Management - Conflict Resolution - Peace Keeping - Peace Enforcement - Relief Operations - Trafficking and Sexual Exploitation (GBV) - Mandates of PSOs (including mandates for gender units/advisers); case studies on mainstreaming gender, good and bad practices, etc - ECOWAS Code of Ethics for

	Armed Forces
<p><u>MODULE FOUR: GENDER AND PEACE BUILDING PROCESSES</u></p> <ul style="list-style-type: none"> - Disarmament - Demobilisation - Reintegration - Rehabilitation - Reinsertion - Post conflict Transitions and Peace building (*unit should also focus on the AU PCRD) - Justice and Reconciliation - Reconstruction - Recovery - Governance Reform (constitution building, elections, representation and women’s access to decision making) 	<p><u>MODULE FIVE: GENDER AND SECURITY GOVERNANCE</u></p> <ul style="list-style-type: none"> - Security Sector Reform - Civil – Military Relations (history, challenges, current trends) - Community Policing (including trust and confidence building mechanism) - Democratic Control of the Military
<p><u>MODULE SIX: GENDER AND COMPLEX EMERGENCIES</u></p> <ul style="list-style-type: none"> - Climate Change - Environmental Change - Natural Disasters - Human Made Disasters - Approaches: <ul style="list-style-type: none"> - humanitarian assistance - disaster response/management <p>*Unit should clearly highlight the conceptual differences between these approaches</p>	<p><u>MODULE SEVEN: ANNEXES</u></p> <ul style="list-style-type: none"> - Checklists for gender mainstreaming for each module - Monitoring and evaluation matrix - Roster of competent women skilled in subject areas - Bibliographic references including internet links - International, continental and regional instruments (including state/levels of ratification by West African States) - Gender-focused comparative analysis of the regulations for recruitment into the military (issues relating to retention and promotion will also be highlighted)

Consultants will be commissioned to develop the respective modules. A timeframe for the end of September is set for the submission of the first draft. At a concluding partners’ meeting which took place right after the experts’ meeting, it was suggested that an authors’ meeting be held in October 2008 to review the first draft of the modules.

Annexes

1. Experts' Meeting Agenda

Day One:	Monday: 21 st July 2008
9.00-10.30a.m.	<p>Opening Ceremony: Chair: Dr. Kwesi Aning, Head, CPMRD, KAIPTC</p> <p>Welcoming Remarks:</p> <ul style="list-style-type: none"> - Leymah Gbowee, Executive Director WIPSEN-Africa - Mme Aminata Dibba, Acting Director, EGDC <p>Introduction of Participants</p> <p>Overview of Consultative Meeting: Ms. Ecoma Alaga, WIPSEN-Africa</p> <p>Goodwill Message: Ms. Jeneh Kandeh, Deputy Minister, Ministry of Social Welfare, Gender and Children's Affairs, Sierra Leone.</p> <p>Keynote Address:</p> <ul style="list-style-type: none"> - Maj-Gen. John Attipoe, Commandant KAIPTC
10.30-11.00a.m.	Tea Break and Group Photograph
11.00-13.00p.m.	<p>Session One: General Presentations: Chair: David Nii Addy, GTZ Technical Advisor</p> <ul style="list-style-type: none"> i. Multidimensional Peace Support Operations, Dr. Kwesi Aning ii. The UN and Gender Mainstreaming in Peace Support Operations: Ms. Funmi Balogun, UNIFEM iii. Gender Mainstreaming: The ECOWAS Experience, Mme Aminata Dibba EGDC iv. Presentation of the ECOWAS Manual on Gender Mainstreaming, Mme Adelaide Sosseh, EGDC Resource Person v. Q&A/comments
13.00-14.00p.m.	Lunch
14.00-15.30p.m.	<p>Session Two: Lessons Learned in Mainstreaming Gender in Peace Support Operations in West Africa, Chair: Mme Rosalie Lo, FAS</p> <ul style="list-style-type: none"> i. The UNOISIL Experience, Ms. Ansrah Ahmed, Gender Adviser and Ms. Battu Jambawai, Gender Officer: Human Rights Section, UNOISIL ii. Experiences from UNMIL, Mr. James Mugo Muriithi, Gender Adviser, UNMIL iii. The UNOGBIS Experience, Ms. Sara Negrao, Gender Officer, UNOGBIS iv. Lessons from the ECOWAS Stand-by Force, Mr. Charles Richter Addo,

	ECOWAS Q&A/comments
15.30-17.00p.m.	<p>Session Three: Thematic Presentations, Chair: Mme Aminatta Dibba, EGDC</p> <ol style="list-style-type: none"> 1) Gender, Disarmament, Demobilization and Reintegration: Ms. Slu Hlongwa, Ms. Etweda Cooper and Leymah Gbowee 2) Gender and Security Sector Reform: Ms. Ecoma Alaga 3) Trafficking and Sexual Exploitation during PSOs (including HIV/AIDS): Ms. Adwoa Bame 4) Gender and Governance Reform (including issues of constitution building, democratization and human rights): Dr. Lehlohonolo Tlou, IDEG 5) Gender Dynamics in Post-conflict Justice and Reconciliation Processes: Mr. Lansana Gberie, ICTJ <p>Q&A/comments</p>
1700-17.30	Tea Break
Day Two:	Tuesday: 22nd July 2008
9.00-10.00a.m	Group Exercise: Identification of Gaps and Additional Priority Themes
10.00-10.45a.m	Presentation of group work results and adoption of key themes, Chair: Mme Adelaide Sosseh, EGDC Resource Person
10.45-11.15a.m.	Tea Break
11.15-12.45p.m	<p>Session Four: Institutional Presentations on Gender Mainstreaming in Multidimensional PSOs, Chair: Ms. Funmi Balogun, UNIFEM</p> <ol style="list-style-type: none"> i. Engendering the ECOWAS Conflict Prevention Mechanism, Dr. Abdel Fatau Musah , Conflict Prevention Advisor, ECOWAS ii. Gender Perspectives in Curriculum and Trainings for PSOs, Mr. Derek Deighton, Training Development Officer, KAIPTC. iii. Role of Private Security Companies in Mainstreaming Gender in Trainings, Ms. Edith Barnes, Dyncorp, Liberia <p>Q&A/comments</p>
12.45-13.45p.m.	Lunch
13.45-14.45p.m	Session Five: Group Exercise: Entry Points, Strategies and Actors for Gender Mainstreaming in Multidimensional PSOs

14.45-15.30p.m.	Presentation of group work results and adoption of key strategies, Chair: Ecoma Alaga
15.30-16.00p.m.	Session Six: Panel Discussions: Identification of Existing Resources for Mainstreaming Gender in Multidimensional PSOs in West Africa (modules, case studies, policies, bibliographies), Chair: Ms. Adelaide Sosseh - Panel I: FAS: Mme Rosalie Lo, Mme Macaria Barai, Marwopnet: Dr. Nana Pratt
16.00-16.30p.m.	Tea Break
16.30-17.00p.m.	Session Six (Contd): Panel II: MOGD: Hon. Vaibah Gayflor, AWORD: Dr. Keziah Awosika, Ms. Jeneh Kande Q&A/comments
17.00-17.30p.m.	Adoption of key outcomes Closing
18.00p.m.	Implementing Partner's Meeting

2. Participants' List

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3. Financial Report