



**RESEARCH ON THE CURRENT REALITIES ON ISSUES OF WOMEN
PEACE AND SECURITY AND THE IMPLEMENTATION OF NATIONAL
ACTION PLAN ON UNITED NATIONS SECURITY COUNCIL
RESOLUTION 1325 IN NORTH EAST NIGERIA**

RESEARCH REPORT

BY

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Acronyms

AA	Affirmative Action
AAH/ACF	Action Against Hunger
BCC	Behavioural Change Communication
BoSAP	Borno State Action Plan
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSOs	Civil Society Organizations
CVE	Countering Violent Extremism
DDRRR	Disarmament, Demobilization, Repatriation, Reintegration and Rehabilitation
ECOSOC	Economic and Social Council
FGDs	Focus Group Discussions
FOMWAN	Federation of Moslem Women Association of Nigeria
FROMI	Female Role Model Initiative
GBV	Gender Based Violence
GCDA	Guidance and Counselling Development Association
GEPaDC	Gender Equality, Peace and Development Centre
IDPs	Internally Displaced Persons
IEC	Information, Education and Communication
INGOs	International Non -Governmental Organizations
INOL	Initiative for the Development of Needy Orphans, Less Privilege and Widows
ISIL	Islamic State of Iraq and the Leviant
KIIs	Key Informant Interviews
LAP/s	Local Government Action Plan/s
LGAs	Local Government Areas
MDAs	Ministries, Departments and Agencies
MWASD	Ministry for Women Affairs and Social Development
MWASW	Ministry for Women Affairs and Social Welfare
MYSSCD	Ministry of Youth, Sports, Social and Community Development
NAP/s	National Action Plan/s
NBS	National Bureau of Statistics
NCWS	National Council for Women’s Societies
NEYID	North East Youth Initiative for Development
NNAP/s	Nigeria’s National Action Plan/s
NGOs	Non Governmental Organizations
NNGOs	National Non Governmental Organizations
OOSC	Out-of-School Children
PSEA	Protection against Sexual Exploitation and Abuse

PWAN	Partners West Africa Nigeria
RAs	Research Assistants
SAP/s	State Action Plan/s
SCR	Security Council Resolution
SDGs	Sustainable Development Goals
SEA	Sexual Exploitation and Abuse
SEMA	State Emergency Management Agency
SGBV	Sexual Gender Based Violence
SVAWG's	Sexual Violence Against Women and Girls
TLCs	Transitional Learning Centres
UASC	Unaccompanied and Separated Children
UBEB	Universal Basic Education Board
UMMWA	University of Maiduguri Muslim Women Association
UN	United Nations
UNSCR	United Nations Security Council Resolution
VAPPA	Violence Against Persons Prohibition Act
WANEP	West African Network for Peacebuilding
WINN	Women in New Nigeria
WIPNET	Women in Peacebuilding Network
WOWICAN	Women's Wing Christian Association of Nigeria
WPMNET	Women Peace and Mediation Network Gombe
WPS	Women, Peace and Security
YHoA	Yobe House of Assembly
ZAP/s	Zonal Action Plan/s

Executive Summary

On October 31, 2000, the United Nations Security Council Resolution 1325 was unanimously adopted based on the recognition of the disproportionate impact of conflicts on women and girls and their various experiences in the area of peacebuilding. It calls for increased participation of women in all peace and security initiatives – at decision-making levels in institutions and mechanisms for conflict prevention, management, and resolution; in peace negotiations; as UN special representatives and envoys; in field-based operations; and in all of the implementation mechanisms of peace agreements. The resolution also calls for the integration of a gender perspective in peace and security work – in UN peacekeeping operations, Security Council missions and reporting, peace processes and post-conflict activities. It specifically demands gender-sensitive training in peacekeeping operations. The resolution further requests action to ensure that women’s specific (protection) needs are met and their rights respected, during conflicts and post-conflict.

The United Nations Security Council recognized that the national implementation of UNSCR 1325 and related resolutions is an important mechanism for furthering the women, peace and security (WPS) agenda. Thus, the United Nations Security Council Presidential statements of 2004/40 and 2005/52, called to member states to implement the resolution 1325 including the development of NAPs or other national level strategies such as peace policies, gender policies or medium/long term development plans and has consistently recommended that member states accelerate the development of both national and regional action plans for the implementation of resolution 1325. However, almost two decades after the adoption of UNSCR 1325, women’s participation in formal peace negotiations still remains very low; women’s specific needs in refugee and IDPS camps and in disarmament and reintegration efforts are still largely un-met; sexual and other forms of violence against women and girls is still prevalent during and after armed conflict. The progress towards the development and implementation of National Action Plans (NAPs) for implementation of UN Security Council Resolution 1325 (UNSCR 1325) and related commitments is still slow with only 81 countries having NAPs by August 2019. Nigeria is among the 81 countries; she launched her first NAP in 2013 and second NAP in 2017. Since then 11 states have developed State Action Plans (SAPs) - Borno, Delta, Rivers, Kano, Plateau, Gombe, Yobe, Adamawa, Bayelsa, Kogi and Kaduna; among these, Plateau and Gombe States have developed Local Government Action Plans.

The North East Zone has in recent years been facing serious security challenges due to the insurgency and terrorism by the Jama’atu Ahlus-Sunnsh Lidda’ Awati Wal Jihad (aka Boko Haram) since 2009. This has led to the death of over 30,000 people, displacement of over 2.4 million people and destruction of structures worth billions of Naira including schools, hospitals and other common infrastructure. The crisis brought to the front burner the disproportionate impact of armed conflict on women and girls. The insurgency and counter insurgency by the security agencies that has led to internal displacement has increased the vulnerability of women and girls exposing them to all forms of SGBV including rapes, sexual harassment, exploitation and abuse underscoring the need to development/implementation of NAP on UNSCR 1325 and related resolutions and the need to amplify the voices of moderation that women provide in decision making on strategies to be adopted in the course of managing conflicts.

Against the foregoing, the West Africa Network for Peacebuilding (WANEP) Nigeria with support from the Norwegian Agency for Development Cooperation on the project “**Enhancing Participation of Women in Peace and Human Security in Nigeria**” commissioned this study on “**the current realities on issues of women, peace and security and the implementation of National Action Plan (NAP) on UNSCR 1325 in the North East Region of Nigeria**”. The goal was to ascertain the implementation of Nigeria’s reviewed NAP on UNSCR 1325 and status of SAPs in the North Eastern States of Nigeria. The specific objectives were to:

1. Determine the current status of NAPs (SAPs and LAPs) – Development and implementation in north east Nigeria.
2. Identify the challenges that exist in development and implementation of the NAPs (SAPs and LAPs) in states in the NE zone of Nigeria.
3. Assess the existence of peace architectures in NE and the participation of women.
4. Assess the role of women in countering violent extremism in north east Nigeria.
5. Make recommendations for support for the development/ implementation of UNSCR 1325 NAPs in the region.

Highlights of Key Findings

The following observations are made from the findings of the study:

- Though Nigeria has developed 2 NAPs on UNSCR 1325 in 2013 and 2017, the knowledge of when it was launched and the pillars was quite low among respondents especially among the states that are yet to domesticate NAP; the surprising findings came from Adamawa state that has a NAP but respondents are ignorant of the NAP.
- The pace of implementation of NAP in the NE is quite slow and attributed to the following challenges: Lack of political will, Inadequate funding /dedicated budget, Inadequate sensitization on UNSCR 1325 and NAP, Limited knowledge among policy makers on UNSCR 1325 and NAP, Lack of capacity to implement among staff of MDAs and CSOs, Lack of the technical skills among women (negotiation, mediation, advocacy, lobbying skills, etc) required for active and strategic participation; Inadequate number of women in decision making positions; Patriarchy – UNSCR 1325 seen as a women’s only document; Poor coordination among stakeholders; Weak monitoring mechanism. One of the most significant obstacles to the implementation of NAP in NE Nigeria in all states is inadequate funding/lack of dedicated budget; in northern of the states is there a dedicated budget to implementation of NAP.
- Four states in the NE have SAP on UNSCR 1325 and related resolutions – Adamawa, Borno, Gombe and Yobe States. In addition, Gombe state also has LAP covering two LGAs. Two states do not have a SAP – Bauchi and Taraba states
- The implementation is however quite slow. Challenges militating against the effective implementation of the SAPs are similar to those identified for that of NAPs above and are again highlighted below: Lack of political will, Inadequate funding /dedicated budget, Inadequate sensitization on UNSCR 1325 and NAP, Limited knowledge among policy makers on UNSCR 1325 and NAP, Lack of capacity to implement among staff of MDAs and CSOs, Lack of the technical skills among women (negotiation, mediation, advocacy, lobbying skills, etc) required for active and strategic participation; Inadequate number of women in decision making positions; Patriarchy – UNSCR 1325 seen as a women’s only document; Poor coordination among stakeholders; Weak monitoring mechanism. One of the most significant obstacles to the implementation of NAP in NE Nigeria in all states is inadequate funding/lack

of dedicated budget; in none of these northern states is there a dedicated budget to implementation of NAP.

- Various stakeholders were involved in the development of SAPs in the states with SAPs and LAPs – CSOs, INGOs (UN Women for Gombe; NSRP for Borno and Yobe states); State Houses of Assembly (Borno and Gombe states); Ministries/Departments/Agencies (especially Ministry for Women Affairs and Social Development); Traditional and Religious institutions; Security Agencies; Women Organizations; Youth Organizations.
- INGOs have been instrumental to the domestication of NAP at the state level; UN Women for Gombe and Adamawa and British Council/NSRP for Borno and Yobe. In fact NSRP facilitated the establishment of 9 SAPs nationally and for establishment of the national steering committees and CSO-led monitoring committee.
- Different organizations expressed various levels of activity in the implementation of NAP and SAP in the NE involved in the various pillars – prevention, protection, participation, relief and recovery and prosecution. In the area of prevention most organizations were involved in sensitization/creation of awareness. Many organizations worked to protect the rights of women and girls in the IDP camps and some operating WFS. Only very few organizations worked directly on prosecution but there were collaborations in the area of reporting and follow-up of cases. Some organizations in states that do not have SAPs are also implementing some aspects of NAP in the state
- Some policy gaps were observed by the respondents; these were Non prioritization of SDGs (SDG 5 and 16); Lack of dedicated budget for SAP/LAP; Inadequate coordination; and limited application of policies (Child Right; VAPP Act 2015), Among these respondents saw lack of dedicated budget and inadequate coordination as the policy gaps that have the most significant implications for the effective implementation of NAP, SAP and LAP in the NE states of Nigeria.
- Some policy changes were considered necessary for the implementation of NAP/SAPs. and LAPs. These include need for the domestication of the Child Right and VAPP Act 2015 in the NE; Dedicated Budget; effective coordination policy; putting in place a promotion policy and prioritization of SDG 5 and 16 which was the least cited; in fact many respondents were not so conversant with the SDGs.
- The strategies that would be required to increase implementation in addition to policy changes above include advocacy to and lobbying of key stakeholder, creation of awareness/sensitization; training/capacity building for women and women led organizations; media engagement; research and documentation for evidence based advocacy. Many people are not aware of the document; awareness is considered the beginning of implementation (for example, in Adamawa where there is a SAP, majority of the respondents are not aware that SAP has been launched in the state).
- For the states that do not have SAP, most of the respondents believe that the state has plans to develop NAP. While the process has not begun in Taraba state, in Bauchi it is the early stage in development (meetings held between stakeholders, discussion has started, etc).
- The following stakeholders were considered important in the development of SAP in the two states –CSOs, INGOs, Ministries/Departments/Agencies, Traditional and Religious institutions, Security Agencies, Women Organizations and youth organizations.
- The strategies identified by respondents in Bauchi and Taraba for fast tracking the development can be summarized as awareness creation; advocacy and lobbying; capacity building; provision

the required funds; engaging stakeholders at higher level; inaugurating a SAP committee to take charge of the process of SAP development in the state.

- There are peace architectures in all the state but people were more aware of these in Adamawa, Gombe, Yobe and Taraba states; in Borno respondents that gave affirmative response also stated that these were project based and the sustainability after the life span of the project cannot be guaranteed.
- There was an overwhelming consensus that the peace architectures were not gender sensitive and though women were present in the leadership, their number was very low. advocacy, sensitization, building capacity of women, laws on gender equality are among the strategies identified for filling the gender gaps in the leadership of the peace architecture.
- Violent extremism was considered an evil that has destroyed lives and properties; psychological trauma; internal displacement of persons among which majority are women and children, high prevalence of SGBV (including rape and gang rape, SEA), increased vulnerability of women; shifting gender roles; UASC; high number of widows; poverty, street hawking; increase in OOSC and poverty as a result of destruction of livelihoods.
- Most of the respondents in all the states believe that violent extremism has affected the implementation of SAP attributing it to fear due to the insecurity
- The general view is that women are involved in countering violent extremism – from the home where they provide advice and counseling to the husband and children to early warning and protests against the killings.

Recommendations

Creation of Awareness

Awareness is very important as it bring about a better understanding and hence action. This is especially critical in the NE that is highly patriarchal and conservative and where issues of women including the WPS agenda are trivialized. The following recommendations are therefore put forward:

- Statewide Awareness creation on the SAP documents among the public not only to provide information on the content but also to debunk the idea that UNSCR on which NAPs and SAPs are based is a women’s document but a document whose implementation would benefit the society as a whole; awareness is the beginning of implementation, Target audience in this awareness creation will be administrators and policy makers, traditional and religious leaders, politicians, women and women’s organizations, the grass-root communities. For this process, there is a need to translate the documents into major languages in each state for easy consumption and action
- Partnership of Women organizations with media to develop a communication campaign on SAPs and generate support among journalists covering the campaign.
- Creation of a NE interactive media platform to convey the voice of women in conflict zones and their various needs. Such platform would provide a forum for knowledge-sharing and exchange of expertise and information, network-building through several means, including interacting with a variety of media platforms that aim to reach the largest possible audience on the heinous crimes perpetrated in conflict zones by the insurgents with a view to gingering the populace to recognize the disproportionate impact of armed conflicts on women and the dire need to implement SAPs in the states

- Sustained advocacy to key stakeholders to change the patriarchal mindset and increase space for women in decision making at all levels

Funding

Of the challenges ranked by respondents, inadequate funding was considered one of the most significant. Funding is required for every aspect of implementation and bearing this in mind the following recommendations are made:

- Allocations should be provided for in the annual budget for SAP implementation, hence there is need for advocacy and lobbying for allocations from annual state budgets for implementation of SAPs
- Training of various stakeholders on resource mobilization
- Advocacy to legislature and executive to elicit the political will which currently appears very elusive and a mirage

Patriarchy

The roles of women in NE Nigeria are to a large extent shaped a patriarchal set of norms. The patriarchal political culture is a major barrier to women's political space. New laws meet with resistance as they contradict customary laws & prevailing social norms/traditional practices. The following recommendations are made to change patriarchal mindsets and pave way for acceptance of SAPs and action:

- Strategic advocacy to the traditional and religious leaders and creation of awareness to increase understanding of the document and the need to support implementation. The above two will bring about the desired mind-set change that is required to elicit the political will required for the implementation of NAP.
- Building alliances: One big challenge is how to overcome resistance from men who do not understand the need for SAP. The implementation of SAP is not solely the responsibility of women, and cannot be achieved without the partnership of men. Women should therefore be trained on how to build male allies in addition to building coalitions so that the critical mass needed to build and attain change in the implementation of SAPs can be attained.

Lack of capacity/ technical expertise

This is one of the challenges militating against the effective implementation of SAPs in the states. Women lack of knowledge, skills and attitudes to be politically active and become the catalyst that is needed to drive the implementation of SAPs in states in the NE. There is thus a need to build the capacity of women and women led organizations in areas of advocacy, lobbying and policy engagement as well as political activism; all these skills are for active and strategic participation

Strengthening Coordination:

Without effective coordination, there can be no successful implementation of the SAPs. Lack of effective coordination was cited by majority of the respondents in this study as a critical challenge militating against the implementation of SAPs in the state. Poor coordination and collaboration especially among various actors working on women, peace and security issues; often lead to duplication of activities, ad hoc activities and unhealthy competition. These recommendations are therefore made:

- The Ministry for Women Affairs is the coordinating institution for the implementation of SAPs in the state. To effectively play this role, there is need for capacity strengthening for the

relevant staff of the ministry. Lack of effective coordination was cited as a big challenge in the implementation of the SAPs; there cannot be a successful implementation without an effective coordinating unit.

- SAP Steering Committees comprising of key ministries, CSOs and other key stakeholders with clear terms of reference should be established in each of the states with SAP where they do not already exist or strengthened where they already exist.
- Technical Committees that support the SAPSCs should also be set up, This committee can also double as the monitoring committee and should be trained M & E skills
- For states that are yet to develop their SAPs, a SAP development committee should also be established to put in place a plan of action for the development

Increasing women's number in decision making

Women in decision making positions are very critical to the advancement of women and implementation of the NAPs. The NE has the lowest number of women in decision making in Nigeria. Women in such position and with an understanding of the WPS agenda can push for decisions that can favour implementation, Thus, there is the need for:

- Incorporation of law on quota or AA principle in the constitution and the electoral laws
- Building the capacity of women in leadership development and governance and administration as well as on mediation and conflict prevention

Engendering the Peace Architectures

Peace architectures exist in all the states in the NE including those without SAPs. They are a tool to bringing to the front burner the issues of peace and peaceful co-existence in the state. Unfortunately the participation of women who are critical peace stakeholders is very low across all states as well as their membership in the leadership position. There is thus an urgent need to increase the number of women in these architecture. This could be achieved through:

- Advocacy of traditional and religious leaders who are the custodians of the socio-cultural norms that resist women's participation
- Sensitization on the importance of women's participation in peace architecture as they bear the brunt when peace is breached
- Need to review the constitution of these structures to incorporate some form of affirmative action principle
- Train women in leadership skills for quality contributions in the leadership structures.

Women Countering Violent Extremism

Women and girls are best positioned to predict signs of conflicts and radicalization of other family members. Unfortunately, they are unable to frame and report such signs and sometimes when they report, such information are waved away as “gossip”; this is often missed opportunities for early responses. Hence, women and girls in conflict settings should be trained on “counter-radicalization” narratives to be able to suppress extremism once it emerges in their families and communities.

RESEARCH ON THE CURRENT REALITIES ON ISSUES OF WOMEN PEACE AND SECURITY AND THE IMPLEMENTATION OF NAP ON UNSCR 1325 IN NORTH EAST NIGERIA:

1.0 Background

The issue of the Women, Peace and Security came to the fore in June 2000, when the then Secretary General of the United Nations, Mr Kofi Anan issued a very comprehensive report on conflict prevention that underscored the importance of gender equality, the cost of violent conflict and the roles of NGOs in conflict prevention and their relationship to the United Nations. The report stressed the need to protect women's human rights and called on the Security Council to include gender perspective in its work and integrate the protection of women human rights in conflict prevention and peacebuilding. In response, the Security Council adopted [resolution \(S/RES/1325\)](#) on women and peace and security on 31 October 2000 underscoring the role of women in conflict prevention and calling on the Secretary General "to give greater attention to gender perspectives in the implementation of peacekeeping and peace-building mandates as well as in conflict prevention efforts"¹. UNSCR 1325 is the first international legal and political framework that recognized the disproportionate impact of armed conflicts on women as well as the pivotal role of women in peace building and acknowledged the importance of the participation of women and the inclusion of gender perspectives in peace negotiations, humanitarian planning, peacekeeping operations, post-conflict peace-building and governance. UNSCR 1325 presents a comprehensive political framework within which women's protection and their role in peace processes can be addressed. For the first time the council called for a comprehensive assessment on the impact of armed conflict on women and girls, the role of women and girls, the role of women in peacebuilding and the gender dimensions of peace processes and conflict resolution.

It is dedicated entirely to the link that exists between armed conflicts, peacebuilding, the gender dimension and founded on the following documents - Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), 1979²; Beijing Declaration and Platform for Action, 1995³; ECOSOC agreed conclusions on gender mainstreaming, 1997⁴; Security Council Presidential Statement (Bangladesh), 8 March 2000⁵; Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations, May 2000⁶; and Outcome document of the UN General Assembly Special Session *Women 2000: Gender Equality, Development and Peace for the 21st Century - Beijing* +5.⁷

¹ [https://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/1325\(2000\)](https://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/1325(2000))

² <https://www.ohchr.org/Documents/ProfessionalInterest/cedaw.pdf>

³ <http://www.genderequality.ie/en/GE/Pages/BeijingPlatform>

⁴ ECOSOC (1997). Mainstreaming the gender perspective into all policies and programmes in the United Nations systems. <http://www.un.org/womenwatch/osagi/pdf/ECOSOCAC.2.P>

⁵ <https://www.un.org/press/en/2000/20000308.sc6816.doc.html>

⁶ <http://www.equalpowerlastingpeace.org/resource/windhoek-declaration-and-namibia-plan-of-action-2000/>

⁷ <https://www.ilo.org/public/english/standards/relm/gb/docs/gb279/pdf/esp-4.pdf>

The resolution is first and foremost about peace and security but rooted on the premise that women's inclusion in the peace process, their perspectives or their contribution to peace talks will improve the chances of attaining viable and sustainable peace. The resolution's 18 articles opened a much awaited door of opportunity for women who have from time to time shown that they bring a qualitative improvement in structuring peace and in post-conflict architecture⁸.

The resolution recognizes the following: the disproportionate impact of armed conflicts on women and the pivotal role of women in peacebuilding; the under-valued and under-utilized contributions women make to conflict prevention, peacekeeping, conflict resolution and peace-building, and stresses the importance of their equal and full participation as active agents in peace and security; that women world-wide are playing active and positive role in conflict resolution and peace-building and the critical role that women's participation in public life, politics and the security sector has for ensuring that women's rights are protected in conflict and post-conflict situations⁹

The resolution calls for:

a. Inclusion of a Gender Perspective at All Levels of Decision-Making

In this regard, the resolution calls for women at all decision-making levels in national, regional and international institutions; mechanisms for the prevention, management and resolution of conflict; peace negotiations; peace operations as soldiers, police and civilians; women as Special Representatives (head of peacekeeping mission) and envoys of the Secretary-General and women as military observers, civilian police, human rights and humanitarian personnel.

b. Protection of and Respect for Human Rights of Women and girls

UNSCR 1325 calls for respect for international law, as applicable to women and girls; special measures to protect women and girls from gender-based violence and other forms of violence in situations of armed conflict; zero-tolerance to impunity for war crimes against women including GBV including prosecution for those responsible for SVAWGs; respect for the civilian and humanitarian character of refugee camps and the integration of the particular needs of women and girls into the design of refugee camps.

c. Protection from sexual and gender based violence including in war and post-conflict situations; in emergency and humanitarian situations such as in refugee camps; through developing and delivering pre-deployment and in-theatre training to peace operation personnel on the rights of women and girls and effective protection measures.

d. Gender Perspective in Peacekeeping including Post-Conflict Processes – The resolution calls for senior level gender advisor/gender units; gender training of all peacekeeping personnel pre-deployment (responsibility of member state); the adoption of a gender perspective in Demobilization, Disarmament, Repatriation, Resettlement and Reintegration

⁸ <http://www.nsrp-nigeria.org/wp-content/uploads/2014/03/National-Action-Plan.pdf>

⁹ <https://www.peacewomen.org/SCR-1325>

(DDRRR), and post-conflict reconstruction; the consideration of the different needs of female and male ex-combatants

- e. **Gender Perspective in Secretary General reports and in security Council missions**
UNSCR 1325 calls for the Secretary General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes; the Secretary General to report on progress in gender mainstreaming in peacekeeping missions in all of his reports to the Security Council; the integration of gender considerations and the rights of women in Security Council missions; Security Council members' consultation with women's groups and organizations while on mission and the provision of support for community level initiatives by women to maintain peace within their localities.
- f. **Mainstreaming a gender perspective** – believing that fully integrating gender perspectives can improve the effectiveness of peace support operations; a gender sensitive approach provides a better interface with affected populations, enhancing the protection and capacities of local women, and promoting and upholding international standards, including those regarding equality and non-discrimination. With the passing of Security Council Resolution 1325 (2000), the Security Council and all members of the General Assembly agreed that gender perspectives must be mainstreamed throughout PSOs and peace accords.

Given the broad scope of the UNSCR 1325 and the variety of topics as well as challenges with monitoring of the implementation, the United Nations Secretary General's Report 5 organized resolution into four pillars¹⁰:

Prevention: Reduction of conflict-related and all other forms of structural and physical violence against women, particularly sexual and gender-based violence(e.g. women and girls' political, economic, social and cultural rights are protected and enforced by national laws in line with the international standards; operational mechanisms and structures are in place for strengthening physical security and safety for women and girls; women and girls at risk and sexual and gender-based violence victims have access to the appropriate health, psycho-social and livelihood support services; increased access to justice for women whose rights are violated, etc.).

Participation: Inclusion of women and their interests in decision-making processes related to the prevention, management and resolution of conflicts(e.g. increased representation and meaningful participation of women in the United Nations and other international missions related to peace and security; increased representation and meaningful participation of women in formal and informal peace negotiations and peace building processes; increased representation and meaningful participation of women in national and local governance: as citizens, elected officials and decision-

¹⁰ http://www.ekvilib.org/wp-content/uploads/2017/06/33A_Studija-Zahodni-Balkan.pdf

makers; increased participation of women and women's organizations in activities to prevent, manage, resolve and respond to a conflict and violations of women's and girls' human rights, etc.).

Protection: Assuring women's safety, physical and mental health and economic security as well as respecting their human rights (e.g. operational gender-responsive systems are in place to monitor and report on violations of women and girl's rights during conflict, ceasefires, peace negotiations and post-conflict; international, national and non-state security actors are responsive to and held accountable for any violations of the rights of women and girls in line with the international standards; provisions addressing the specific needs and issues of women and girls are included in the early-warning systems and conflict prevention mechanisms and that their implementation is monitored, etc.).

Relief and Recovery: Women's specific needs are met in conflict and post-conflict situations (e.g. needs of women and girls, especially vulnerable groups/persons, sexual-and gender-based violence victims, female ex-combatants, refugees and returnees are addressed in relief, early recovery, and economic recovery programmes; post-conflict institutions and processes of national dialogue, transitional justice, reconciliation and post-conflict governance reforms are gender-responsive; disarmament, demobilization and reintegration and security sector reform programmes address the specific security and other needs of female security actors, ex-combatants, and women and girls associated with armed groups).

The majority of the National Action Plans as well as recent studies conducted in this field are organized around these four pillars.

1.1 Limitations of UNSCR 1325 and Related Resolutions

While the UNSCR 1325 provides a general overview of the actions to be taken by international organizations and national institutions on women, peace and security, it has been often criticised for its rather general approach, and most notably, for the lack of implementation and oversight mechanisms. The language is hortatory rather than directive: it “urges,” “encourages,” “requests,” and “invites” rather than “demands” or “instructs.” The resolution lacks time-bound targets for achieving its goals, accountability or measurement provisions to secure its implementation, working groups or special representatives to monitor and prod action, new funding or personnel dedicated to the issue, reporting mechanisms vis-à-vis the Security Council, watchlists of countries failing to meet its objectives as a naming and shaming exercise, or provisions for sanctions against state and non-state violators¹¹. Subsequently, additional Security Council resolutions were developed, with the aim to strengthen the normative architecture for protection of women's rights during and after conflict and for addressing their needs in the recovery and peace building period.

¹¹ Beyond Words and Resolutions: An Agenda for UNSCR 1325. <https://www.crisisgroup.org/global/beyond-words-and-resolutions-agenda-unscr-1325>

These are UNSCRs 1820 (2008), 1888 (2008), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), 2349 (2017) and 2467 (2019).

1.2 Other UN Security Council Resolutions in Support of UNSCR 1325

1.2.1 UNSCR 1820 (2008)

[UNSCR 1820](#) was unanimously adopted on 19 June 2008. It condemns the use of [sexual violence](#) as a tool of war, and declares that “rape and other forms of sexual violence can constitute war crimes, crimes against humanity or a constitutive act with respect to genocide”. The adoption of the resolution marked the first time that the UN explicitly linked sexual violence as a tactic of war with women, peace, and security issues. Security Council Resolution 1820 reinforces [United Nations Security Council Resolution 1325](#) and highlights that sexual violence in conflict constitutes a war crime and demands parties to armed conflict to immediately take appropriate measures to protect civilians from sexual violence, including training troops and enforcing disciplinary measures¹².

1.2.2 UNSCR 1888 (2009)

[UNSCR 1888](#) was unanimously adopted on 30 September 2009. It was introduced by United States Secretary of State [Hillary Clinton](#), who also presided over the session. The resolution established the [United Nations Special Representative on Sexual Violence in Conflict](#). The Security Council resolution specifically mandates peacekeeping missions to protect women and children from rampant [sexual violence](#) during armed conflict, and requested the Secretary-General to appoint a special representative to coordinate a range of mechanisms to fight the crimes. The resolution called on the Secretary-General to rapidly deploy a team of experts to situations of particular concern in terms of sexual violence, to work with United Nations personnel on the ground and national Governments on strengthening the rule of law. To enhance the effectiveness of measures for the protection of women and children by peacekeeping missions, the Council decided to identify women’s protection advisers among gender advisers and human rights protection units. Other provisions of the text included the strengthening of monitoring and reporting on sexual violence, the retraining of peacekeepers, national forces and police, and calls to boost the participation of women in peacebuilding and other post-conflict processes.¹³

1.2.3 UNSCR 1889 (2009)

Specifically, SCR 1889 is focused on post-conflict peacebuilding, and on women’s participation in all stages of peace processes and in particular calls for the development of indicators to measure the implementation of SCR 1325 both within the UN system, and by Member States. It also called on all those involved in the planning for disarmament, demobilization and integration programmes, in particular, to take into account the needs of women and girls associated with armed groups, as well as the needs of their children.¹⁴

1.2.4 UNSCR 1960

UNSCR 1960 was adopted in 2010 in recognition that sexual violence during armed conflict remains systematic, rampant and widespread. The emphasis of UNSCR 1960 is on the need to address sexual

¹² <https://www.unwomen.org/en/docs/2008/6/un-security-council-resolution-1820>

¹³ <https://www.unwomen.org/en/docs/2009/9/un-security-council-resolution-1888>

¹⁴ <https://www.peacewomen.org/SCR-1889>

violence during conflict, including by UN personnel/peacekeepers; praise for work of gender advisors and anticipation of appointment of women protection advisers in peacekeeping missions; and asks to deploy greater numbers of female police and military personnel in peacekeeping operations. This resolution creates institutional tools and teeth to combat impunity and outlines specific steps needed for both prevention of and protection from sexual violence in conflict; has a naming and shaming listing mechanism mandated in the resolution is a step forward in bringing justice for victims and a recognition that sexual violence is a serious violation of human rights and international law.¹⁵

1.2.5 UNSCR 2106 –Preventing Sexual Violence in Conflicts

On 24 June 2013, the UN Security Council adopted a resolution for preventing sexual violence in conflict, sending a strong signal to perpetrators of sexual violence in conflict that their crimes will not be tolerated, strengthening all efforts to end impunity for a scourge that affects not only large numbers of women and girls but also men and boys. First, the resolution recognizes that men and boys, as well as women and girls, are subjected to SGBV in conflict; attention should focus on tackling violence against women and girls. Recognition that SGBV also affects men and boys is vital, particularly if male survivors are to receive adequate support, which is so often lacking.¹⁶

Second, while previous resolutions have emphasized the importance of addressing SGBV in security sector reform processes, UNSCR 2106 provides more detail on what this should involve, including the recruitment of more women into the security sector and vetting all new recruits to exclude those who have perpetrated or been responsible for acts of sexual violence in the past. Third, while UN Security Council Resolutions tends to focus on the role of national armies and peacekeepers in maintaining security, UNSCR 2106 acknowledges the role that “civil society organizations, including women’s organizations, and networks can play in enhancing community-level protection against sexual violence in armed conflict and post-conflict situations”.

1.2.6 UNSCR 2242

Globally, the Women, Peace and Security agenda attained a critical milestone in October 2015 when it marked the 15th year of the adoption of UNSCR 1325. This milestone was marked by the launch of the High-Level Review and Global Study on the Implementation of UNSCR 1325, leading to the adoption of the UNSCR 2242 by the UN Security Council on 13th October 2015, in recognition of the role that women can play in countering violent extremism (CVE).¹⁷ The resolution recommends that civil societies, who have led the advocacy for women’s inclusion in peace and security, must again take the lead in lobbying for women’s inclusion in countering violent extremism. This inclusion of gender perspectives in CVE can take various forms, including the following: **recognizing the increasing role of women not just as victims, but also as key actors and perpetrators of terrorism and violent extremism; the indigenous local efforts of women within local communities and how these can be incorporated into CVE responses and a more coordinated regional response on peace and security issues to ensure that the contextual nuances are not lost in the design of adequate responses.**¹⁸ Amongst other things,

¹⁵[https://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/1960\(2010\)](https://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/1960(2010))

¹⁶ UN SCR 2106 on sexual violence in conflict (2013). <https://www.unwomen.org/en/docs/2013/6/un-security-council-resolution>

¹⁷ <http://unscr.com/en/resolutions/doc/2242>

¹⁸ https://s3.amazonaws.com/ssrc-cdn1/crmuploads/new_publication_3/securing-our-lives-women-at-the-forefront-of-the-peace-and-security-discourse-in-kenya.pdf

the UNSCR 2242 welcomes efforts of UN member States to implement resolution 1325 through the development of National Action Plans and calls for further integration of the women, peace and security agenda into strategic plans such as national action plans and other strategic frameworks. The document recognizes the effort of regional organizations towards the implementation of UNSCR 1325 through adoption of regional frameworks and encourages further pursuit of UNSCR 1325 implementation by regional bodies. This identification and promotion of effort of regional organizations highlights their critical role in driving the Women Peace and Security agenda and in furthering required progress with regards the implementation of NAPs.¹⁹

1.2.7 UNSCR 2272: Holding UN Peacekeepers Accountable

In March 2016, the United Nations Security Council adopted [Resolution 2272](#)—aimed at preventing sexual exploitation and abuse (SEA) by those under UN mandate. The development and eventual adoption of this resolution was in response to focused media attention on several allegations made against peacekeepers in the UN’s peace operation in the Central African Republic, as well as evidence that those accused largely enjoy immunity, facing little if any punitive action.²⁰

1.2.8 UNSCR 2349 – On terrorist attacks, other violations in Lake Chad Basin Region (2017)

The Security Council unanimously adopted Resolution 2349 to address Boko Haram’s presence in the Lake Chad Basin, expressing concern about the protection needs of civilians affected by terrorism, including those resulting from sexual exploitation and abuse, extra-judicial killings and torture. Unanimously adopting resolution 2349 (2017), the Council strongly condemned all terrorist attacks, violations of international humanitarian law and human rights abuses by Boko Haram and Islamic State in Iraq and the Levant (ISIL/Da’esh) in the region, including killings, abductions, child, early and forced marriage, rape, sexual slavery and the increasing use of girls as suicide bombers and stressing that those responsible must be held to account and brought to justice. On the humanitarian front, the Council urged all parties to the conflict to ensure respect for and protection of humanitarian personnel, and to facilitate safe, timely and unhindered access for humanitarian organizations to deliver aid. Funding of National Action Plans on Women, Peace and Security by Nigeria is encouraged in the wording of Section 14 of this resolution.

1.2.9 UNSCR 2467:

UN Security Council adopted Resolution 2467 in April 2019 to strengthen justice and accountability and calls for a survivor-centered approach in the prevention and response to conflict-related sexual violence. The resolution represents a powerful new instrument in our fight to eradicate this heinous crime and for the first time, that a survivor-centred approach must guide every aspect of the response of affected countries and the international community. Resolution 2467 emphasizes the responsibility to care for survivors. By expressing greater clarity than ever before regarding the multi-dimensional response required for survivors, it re-enforces and works in tandem with the previous resolutions of the Security Council, including resolution 2106 (2013) that calls for comprehensive health care, including the essential reproductive health services that

¹⁹ <https://www.un.org/en/africa/osaa/pdf/pubs/2016womenpeacesecurity-auc.pdf>

²⁰ Accountability and sexual exploitation and abuse in peace operations.

<https://tandfonline.com/doi/abs/10.1080/10357718.2017.1287877?scroll=top&needAccess=true&journalCode=caji20>

are the right of the thousands of victims who are brutally raped by armed forces and groups in conflicts all around the world. Resolution 2467 also calls for a more holistic understanding of justice and accountability which includes the provision of reparations for survivors as well as livelihood support to enable them to rebuild their lives and support their families, including the children born of sexual violence in conflict who are also stigmatized and suffer in silence and shame, often stateless, and acutely vulnerable to recruitment and radicalization by armed groups. It recognizes the necessity, in all our prevention and response efforts, support to a broad range of civil society actors who are on the frontlines of conflicts. The resolution also acknowledges structural gender inequality and discrimination that are the root causes of sexual violence, affirming the necessity of the participation and empowerment of women as the only viable route to sustainable peace and security.²¹

1.3 Other Global Frameworks Strengthening UNSCR 1326

1.3.1 Sustainable Development Goals, especially SDG 5 and 16)

The Sustainable Development Goals are the blueprint to achieve a better and more sustainable future for all. They address the global challenges we face, including those related to poverty, inequality, climate, environmental degradation, prosperity, and peace and justice. The Goals interconnect and in order to leave no one behind, it is important that we achieve each Goal and target by 2030. There are 17 goals: Goal 1: No Poverty; Goal 2: Zero hunger; Goal 3: Good health and Well being; Goal 4: Quality Education; **Goal 5: Gender Equality;** Goal 6: Clean Water and Sanitation; Goal 7: Affordable and Clean Energy; Goal 8: Decent Work and Economic Growth; Goal 9: Industry, Renovation and Infrastructure; Goal 10: Reduced Inequalities; Goal 11: Sustainable Cities and Communities; Goal 12: Responsible Production and Consumption; Goal 13: Climate Action; Goal 14: Life Below Water; Goal 15: Life On Land; Goal 16: **Peace, Justice and Strong Institutions;** Goal 17: Partnership for the Goals.²²

1.3.2 CEDAW General Recommendation 30

In October 2013, the Committee on the Elimination of Discrimination against Women adopted General Recommendation 30 (GR 30).²³ GR30 is a platform to apply CEDAW to conflict prevention, international and non-international armed conflict, situations of foreign occupation, post-conflict, and situations of concern within each of these. To track progress toward its objectives, GR30 includes specified reporting requirements. It requires all states parties to:

- Report on the legal framework, policies and programmes that they have implemented to ensure the human rights of women in conflict prevention, conflict and post-conflict.
- Collect, analyze and make available sex-disaggregated statistics, in addition to trends over time, concerning women, peace and security.
- Provide information on the implementation of the Security Council agenda on women, peace and security, in particular resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010) and 2106 (2013), including by specifically reporting on compliance with any agreed United Nations benchmarks or indicators developed as part of that agenda.

²¹ <https://www.un.org/sexualviolenceinconflict/press-release/landmark-un-security-council-resolution-2467-2019-strengthens-justice-and-accountability-and-calls-for-a-survivor-centered-approach-in-the-prevention-and-response-to-conflict-related-sexual-violence/>

²² <https://www.un.org/sustainabledevelopment/sustainable-development-goals/>

²³ <https://wunrn.com/2017/05/cedaw-committee-general-recommendation-30-on-women-in-conflict-prevention-conflict-post-conflict-situations-video-text/>

Unlike UNSCR 1325, GR30's reporting requirements are legally binding. This presents an opportunity for NAP implementers to align action plan monitoring and evaluation systems with CEDAW indicators and reporting requirements, which will strengthen plan implementation. This will help government entities avoid redundant data collection and reporting fatigue, as well as utilize the framework of CEDAW to make their NAPs more effective.²⁴

1.4 National Action Plans

The UNSC recognized that the national implementation of SCR 1325 and related resolutions is an important mechanism for furthering the women, peace and security agenda. Thus, the United Nations Security Council Presidential statements of 2004/40 and 2005/52, called to member states to implement the resolution 1325 including the development of NAPs or other national level strategies such as peace policies, gender policies or medium/long term development plans and has consistently recommended that member states accelerate the development of both national and regional action plans for the implementation of UNSCR 1325.²⁵

NAPs are considered the best strategies to mainstream UNSCR 1325 into country policies and plans; it provides the road map to help determine the actors and resources needed for advancing the WPS agenda and reflects the government's commitment as well as accountability in ensuring the security of women and girls during armed conflicts and in enhancing their active and direct participation in conflict prevention and peacebuilding as well as post-conflict efforts. The process of developing the NAP allows for dialogue between critical stakeholders on women's equal participation, protection, prevention of war and violent conflict, and promotion of women's socio-economic well-being. The NAP also provides a road map to help determine the actors and resources needed for advancing the women, peace and security agenda. However; NAPs are only as strong as the political will of the government authorities backing them, as it is ultimately governments that must provide the human and financial resources for implementation of these plans. The NAPs systematically mainstream Resolution 1325 processes into government planning and execution of mandate, which puts implementation of the main pillars of the resolution within reach. It is also a practical and operational tool for those affected by armed conflicts – women, children and communities to be informed about the governments' response to their plight as well as the assistance programmes available to them. NAP also serves as a useful guide in defining the important and distinct roles of implementers of UNSCR 1325 both at the policy and enforcement levels. It ensures that government programmes respond to the immediate and long-term needs of women and children before, during and after conflict.²⁶ It echoes government's commitment, as well as its responsibility in ensuring the security of women and girls, enhancing their active and direct participation in the identifying early warning signs, conflict prevention, peace building and post conflict remedy. It provides a good road map for the implementation of UNSCR 1325 with practical operational tools for supporting those affected by armed conflicts.²⁷ NAPs can provide tools to implement the global WPS commitments through concrete national policies and programmes by coordinating work within governments, mobilizing and engaging governmental and nongovernmental stakeholders in a variety of policy areas, promoting accountability and transparency by creating regulations for regular and transparent monitoring and evaluation, and

²⁴ <https://www.inclusivesecurity.org/wp-content/uploads/2016/09/Improving-NAP-UNSCR-1325.pdf>

²⁵ WANEP, Lipai & Young 2014

²⁶ <http://www.nsrp-nigeria.org/wp-content/uploads/2014/03/National-Action-Plan.pdf>

²⁷ <http://www.lse.ac.uk/women-peace-security/assets/documents/2019/NAP/Nigeria-NAP-2-2017-2020.pdf>

strengthening efforts to empower women and promote peace and security for all. For frontline enforcement agencies and other peacekeeping forces, NAP affirms their significant role in protecting the physical safety and security of women and girls from sexual and GBV and in identifying their specific needs in times of crises as NAP enjoins peacekeeping forces to strictly observe the highest standards of conduct and behavior of the armed forces vis-à-vis women, girls and other vulnerable groups in the communities during such emergencies. NAPs are the primary mechanism to deliver against the goals and ambitions of the WPS agenda. As of August 2019, 81 Countries have adopted a National Action Plan in support of UNSCR 1325. Twenty four (24) of these are in Africa; out of which 13 are in West Africa including Nigeria.²⁸

1.4.1 Nigeria's National Action Plans

First NAP for Implementation of UNSCR 1325 and Related Resolutions (2013 – 2016)

The development of NNAP began in 11th March, 2011 under the overall leadership and guidance of Federal Ministry of Women Affairs and Social Development which is the gender mechanism in the country. It was launched on August 27 2013. This first NAP had 5 pillars - Prevention, Participation, Protection, Promotion and Prosecution. The expectations from the NAP development and implementation include the following: Gender mainstreamed into conflict resolution, security and peace-building at all levels; Increased women's participation in conflict management processes; Increased provision for women's needs/concerns during peace negotiations and post-conflict management; Mainstream at least 35% AA in peacebuilding and conflict management in the security sector; Reduced prevalence of GBV/VAWG in and post-conflict situations; Bridge the gaps in knowledge, policies, institutional capacity and deficits in the security and the development architecture in Nigeria.

Despite all the frameworks, agenda setting, NAP, advocacy and training, the progress made in improving women's participation in security structures and processes has remained abysmal in the country. The general implementation of the first generation NAP was quite slow. Women are not visible in the implementation of NAP nor are their voices audible in discourse around peace-building, negotiation and mediations.

Nigeria's Second Generation National Action Plan for Implementation of UNSCR 1325 and Related Resolutions (2017 – 2020)

Two things necessitated the revision of the first NAP - there were some gaps in the first NAP as it did not take into cognizance some of the issues that emerged after the launch in 2013 – issues such as insurgency, violent extremism and terrorism, farmer – herders conflicts, insecurity and transnational border crimes, gender, responsive inclusion in peace architecture, violence against women, girls, children and communal crises necessitated the revision of the NAP to capture these issues. The second thing was that the life span of the first NAP was going to expire in August 2016. The development of the 2nd NAP was participatory and inclusive comprising of zonal consultations and built on the lessons learnt from the 1st NAP. These consultations led to the development of Zonal Action Plans (ZAPs) based on their peculiarities and priorities of each zone.

²⁸ <https://www.peacewomen.org/member-states>

The 2nd NAP has 5 pillars as listed below: Pillar 1: Prevention and Disaster Preparedness; Pillar 2: Participation and Representation; Pillar 3: Protection and Prosecution; Pillar 4: Crisis Management, Early Recovery and Post-Conflict Reconstruction; Pillar 5: Partnership, Coordination and Management (NNAP2)

1.5 State Action Plans (SAPs) on the Implementation of UNSCR 1325 and Related Resolutions in Nigeria

Nigeria runs a federal system, domestication at the national level does not mean automatic domestication at the state. SAP serves as a useful guide in defining the important and distinct roles of implementers of UNSCR 1325 both at the policy and implementation levels. It also ensures that government programmes respond to the immediate as well as long term needs of women and children before, during and after conflict. As of August 2019, eleven states have also developed their State Action Plans aligned with the NAP. These states are Borno, Delta, Rivers, Kano, Plateau, Gombe, Yobe, Adamawa, Bayelsa, Kogi and Kaduna. Two states have LAPs – Plateau and Gombe.

1.6 The Nigeria's North East Zone

The North East (NE) Geopolitical Zone of Nigeria covers close to one-third (280,419km²) of Nigeria's land area (909,890km²). It comprises 6 states: Adamawa, Bauchi, Borno, Gombe, Taraba and Yobe. According to projections for 2011 by the National Bureau of Statistics (NBS), these States have 13.5% (i.e. 23,558,674) of Nigeria's population which is put at 173,905,439.1. The Zone shares international borders with three countries - Cameroon to the East, Chad to the North East and Niger Republic to the North.



NBS' 2010 Statistics showed that the North East of Nigeria has the worst socioeconomic conditions in the country. Its average absolute poverty rate put at sixty-nine percent (69.0%) is above the national average of sixty point nine percent (60.9%)²⁹.

The Zone has in recent years been facing serious security challenges due to the insurgency and terrorism by the Jama'atu Ahlus-Sunnsh Lidda' Awati Wal Jihad (aka Boko Haram) since 2009. This has led to the death of over 30,000 people, displacement of over 2.4 million people and destruction of structures worth billions of Naira including schools, hospitals and other common infrastructure.

The crisis brought to the front burner the disproportionate impact of armed conflict on women and girls. The insurgency and counter insurgency by the security agencies that has led to internal displacement has increased the vulnerability of women and girls exposing them to all forms of SGBV including rapes, sexual harassment, exploitation and abuse underscoring the need to development/implementation of NAP on UNSCR 1325 and related resolutions and the need to amplify the voices of moderation that women provide in decision making on strategies to be adopted in the course of managing conflicts.

1.8 Objective of the Study

Against the foregoing, the West Africa Network for Peacebuilding (WANEP) Nigeria with support from the Norwegian Agency for Development Cooperation on the project "**Enhancing Participation of Women in Peace and Human Security in Nigeria**" commissioned this study on "**the current realities on issues of women, peace and security and the implementation of NAP on UNSCR 1325 in the North East Region of Nigeria**". The goal was to ascertain the implementation of Nigeria's reviewed NAP on UNSCR 1325 and status of SAPs in the North Eastern States of Nigeria. The specific objectives were to:

6. Determine the current status of NAPs (SAPs and LAPs) – Development and implementation in north east Nigeria
7. Identify the challenges that exist in development and implementation of the NAPs (SAPs and LAPs) in states in the NE zone of Nigeria
8. Assess the existence of peace architectures in NE and the participation of women
9. Assess the role of women in countering violent extremism in north east Nigeria
10. Make recommendations for support for the development/ implementation of UNSCR 1325 NAPs in the region.

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2.0 Methodology and Approach

2.1 Development of Data Collection Tools

The consultant developed the tools that will capture the required information for the study; these were reviewed by Ms Osakwe (WANEP Nigeria) and thereafter finalized. These were Focus Group Discussions (FGDs) and key informant interviews (KIIs) at the state level.

2.2 Management of the Research Process

The research team comprised of the consultant and 6 research assistants from the six states that make up the zones – Adamawa, Bauchi, Borno, Gombe, Taraba and Yobe. The Research Assistants were selected based on their knowledge and culture of the people and the terrain; fluency in the local language; availability and experience in the selected states.

2.3 Desk Review

Using the research questions, secondary data were gathered from internet search, and from existing studies by UN Women, the Global study on the implementation of UNSCR 1325³⁰ among other relevant publications by different organizations and institutions.

2.4 Collection of Data

The data collection was carried out between June and August 2019 using the tools described in section 2.1. The data collection was done through two approaches: Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs) in the six states in the NE zones. In each state, a minimum of 3 FGDs and 6 KII were held; the KIIs cutting across different strata of stakeholders and institutions.

2.4.1 Key Informant Interviews

A minimum of 6 KIIs were conducted in each of the 6 states cutting across different state of stakeholders in each state. On the whole there were 46 key informants across the states. The general information about the key informants are presented in Figures 1 and 2 and Tables 1 representing the age range, the level of education and organizations/institutions, job title and sectors respectively.

2.4.2 Focus Group Discussions

There were a minimum of 3 FGDs in each of the 6 states; in total there were 24 FGDs across the zone. In Adamawa state – CISCOPE, AMC Cooperative, MWAs, Against All Odds Foundation and Bege House Foundation; Bauchi – Youth group, Alheri Youth Development Association, Bunaiya Women Multipurpose Cooperative Group and Annur Women Multipurpose Cooperative Society; Borno, they comprised of women's group (WIPNET), Youth Group (from different CSOs, Community Volunteers, and GEPaDC Volunteers; Gombe – Religious and traditional bodies, Gombe Youth Parliament, Women's Group (FOMWAN, WOWICAN, Zumuntar mata and Gombe WPMNET), CSOs (Quality life Initiative, Crescent Mission, Gumbawa Forum and GCDA); Taraba – NCWS, WANEP, Taraba Advocacy and Rehabilitation Foundation and Taraba

³⁰ Preventing conflict, transforming justice, securing the peace: A Global Study on the Implementation of United Nations Security Council resolution 1325

Youth Progressive Association; Yobe - Nigerian Security Civil Defense Corps, Youth Group and Female Role Model Initiative (FROMI).

Figure 1: Age Range (years) of key informants across NE Nigeria

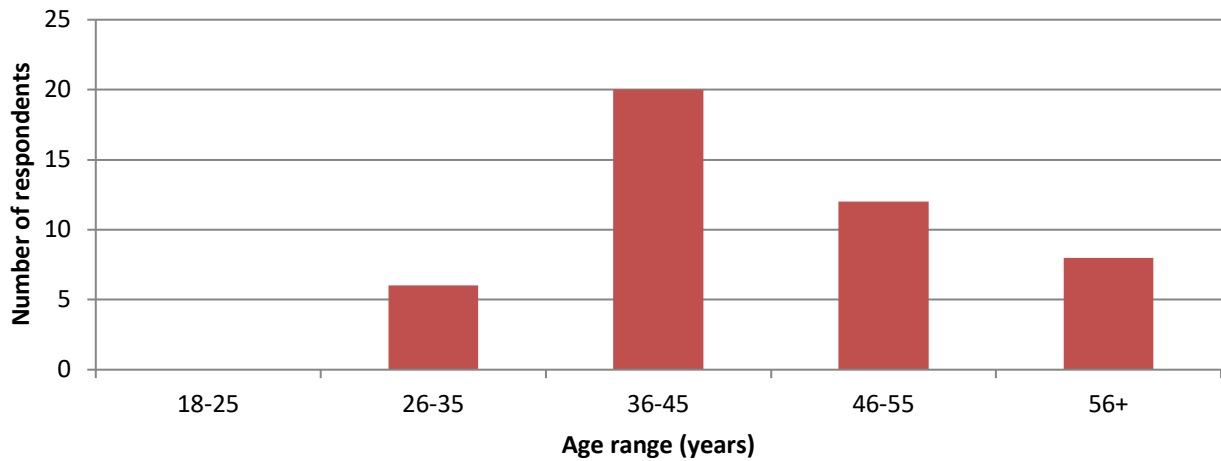


Figure 2: Level of Education of Respondents across the states

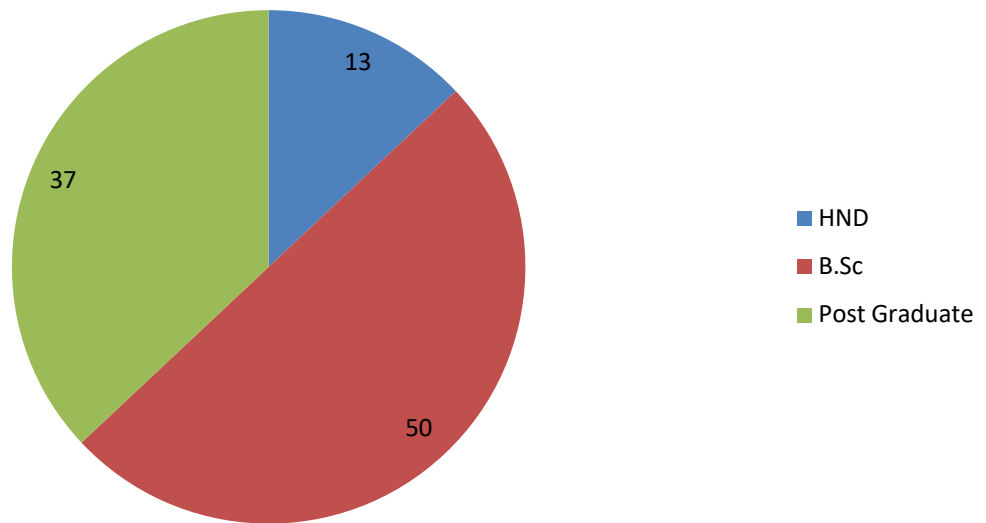


Table 1: Respondents Organizations/institutions, job titles and sector of work

State	KIIs	Organization/institution	Job Title	Sector
Adamawa	1	Dream Alive Women and Youth Foundation	Executive Director	Protection, GBV
	2	Hope and Rural Aid Foundation	Protection/GBV Officer	Protection
	3	Jameed Hassan Foundation	Executive Director	Education, Protection, GBV
	4	Gogoji Zummunchi Development Initiative	Executive Director	Livelihood, Protection, GBV
	5	Murmusin People Development Initiative	Project Manager	Protection, GBV
	6	First Step Action for Children Initiative	Executive Director	GBV, Protection
Bauchi	1	Mennonite Economic Development Associates	Gender Coordinator	Agriculture
	2	Tattalingida Women Development Initiative	Executive Director	Women empowerment, Women's rights, Governance
	3	Ministry of Women Affairs and Child Development	Senior Social Welfare Officer	Protection
	4	-	-	WASH
	5	Ministry of Women Affairs and Child Development	Acting Director Women Affairs	Women Affairs
	6	Community Rescue Initiative	Program Officer	Good Governance
	7	Ministry of Women Affairs and Child Development	OVC Programming	Child Development
Borno	1	Gender Equality, Peace and Development Centre	State Coordinator/ Senior Program Manager	Protection, Education, Gender and Good governance
	2	Neem Foundation	Programme Supervisor	Child Protection and MHPSS
	3	National Council for Women's Society	Assistant Secretary	Women empowerment
	4	Ministry of Women Affairs and Social Development	Deputy Director Child Development/ Social Worker	Child Protection
	5	Unimaid Muslim Women Association	President	WPS
	6	British Council	Programme Officer	Development
	7	Partners West Africa Nigeria	Focal Person Borno State	Justice, Security and Women Empowerment
	8	Women in New Nigeria	Executive Director	GBV, Education and Child Protection
Gombe	1	Ministry for Women Affairs and Social Welfare	Director	Planning, Research and Documentation
	2	Women Peace and Mediation Network Gombe	Chairperson	Peace and Security
	3	Excellence Institute of Computer Studies	Development Worker	Sustainable Development and Humanitarian
	4	State Emergency Management Agency	Relief and Rehabilitation Officer	Rescue and Rehabilitation
	5	Ministry for Women Affairs and Social Welfare	Director	Women Development
	6	Gombe Media Corporation	Chief Reporter	News and Current Affairs

	7	Traditional Institution	Village Head	Doho District, Kwomi LGA
Taraba	1	Taraba State Agency for Community and Social Development	Project Gender Vulnerable Officer and	Gender & vulnerable
	2	Youth Wing of Christian Association of Nigeria	Civil Servant	Civil Servant (LGA)
	3	Taraba State Universal Basic Education	Chartered Accountant	Education
	4	IFAD	Project Gender Officer	GBV, Empowerment
	5	Neighbourhood Foundation	Program Officer	Gender & vulnerable
	6	NEPWAN	Program Officer	Education, Empowerment
	7	Taraba State University, Jalingo	Principal Studio Officer 1	Education
	8	Ministry for Women Affairs and Child Development	Director Child Development	Protection
	9	Academic Services Directorate UBEB	Administrator	Education
	10	CSDP	Focal Person on Gender	Education, GBV
	11	Ministry for Youth and Sports	Director Youth	Education, Protection
Yobe	1	North East Youth Initiative for Development	Coordinator GBV	Protection
	2	Yobe Broadcasting Corporation	Journalist	Newsroom
	3	Yobe State Specialist Hospital	Medical Doctor	Obstetric and Gynae
	4	Ministry of Justice	State Counsel	Prosecution
	5	Ministry of Youth, Sports, Social and Community Development	Child Protection	Social Welfare Department
	6	National Council for Women's Society	Research Coordinator	GBV
	7	Initiative for the Development of Needy Orphans, Less Privilege and Widows	Project Officer	Women empowerment Economic

2.5 Data Analysis

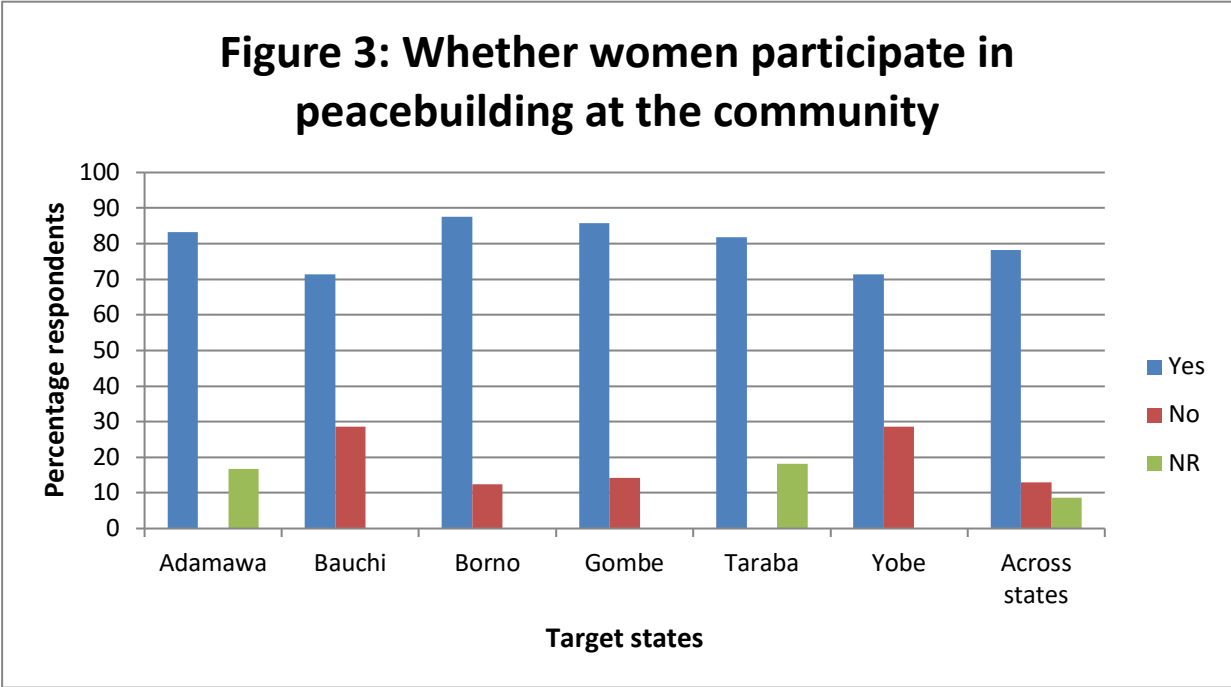
The field study was purposively designed. The Consultants developed an analytical framework, organized, classified, consolidated and summarized the data. In analyzing the data, the perspectives of all the different stakeholders were highlighted. All qualitative data, collected through the study were disaggregated by sex and age. The analysis drew on and made comparisons to existing data sources and secondary data to compare findings. The data collected were recorded in the questionnaires direct from interviewees. The qualitative data were entered into computer, sorted, organized, coded and interpreted. The qualitative data collected and findings were analyzed using descriptive statistics. The information obtained from the key informants and FGDs were transcribed (verbatim) from conversations and studied to identify the categories of themes. The data were further grouped into tables, interpreted in percentages and presented in graphs for easy reading and interpretation.

3.0 Key Findings

3.1 Progress of Implementation of National Action Plan (NAP)

3.1.1 Whether women participate in peacebuilding at the community level and rating of the level of their participation

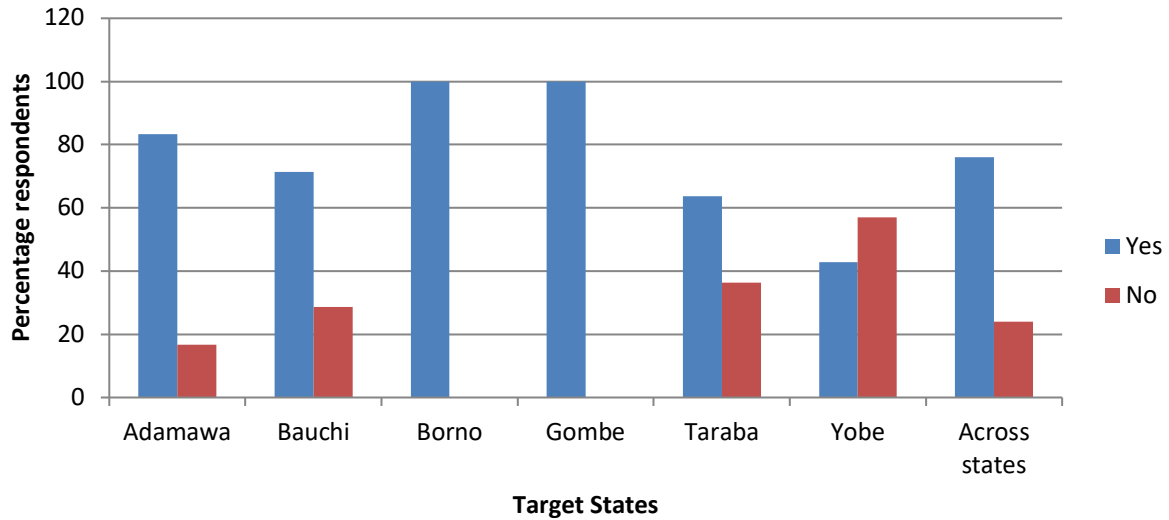
The findings indicate that majority of the KIs in each state were of the view that women do participate in peacebuilding in communities in their states and this is reflected across the states; 78.3% of the respondents indicating that women participate in peacebuilding (Figure 3). However, the level of their participation is considered very low in all the states in spite of the fact that they the most affected by conflict



3.1.2 Awareness that Nigeria has developed National Action Plan (NAP) on UNSCR 1325 and when they were launched

The responses of key informants disaggregated by state and across states are presented in Figure 4 and indicate that the 100% of the key informants were aware that Nigeria has developed NAPs on UNSCR 1325. This is not unexpected as these states have developed and launched their SAPs. Yobe has the least number of respondents that are aware of the existence of NAP at the national level (42.9%). Across the states, 76.1% of the respondents are aware that Nigeria has NAPs at the national level.

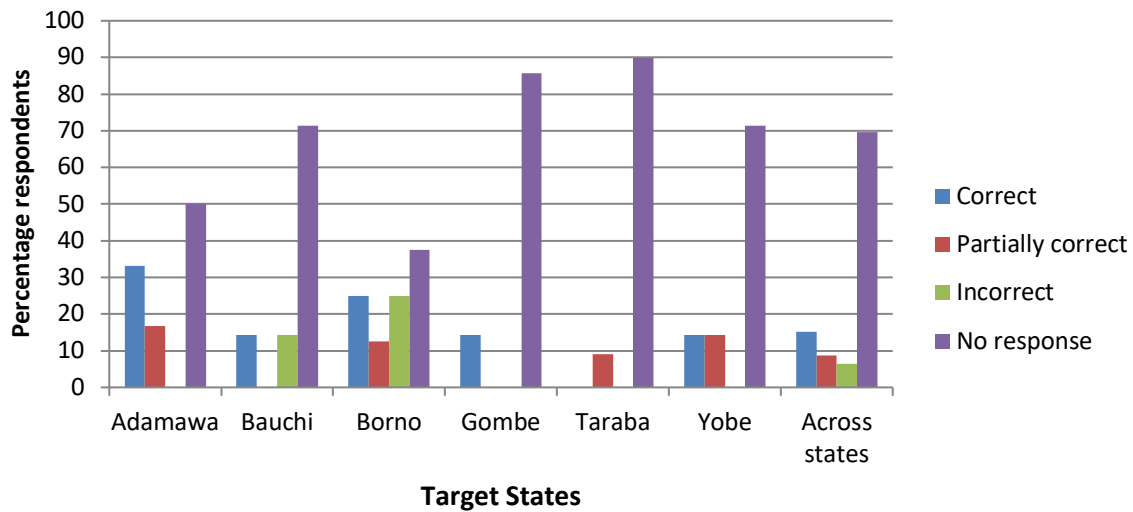
Figure 4: Awareness that Nigeria has NAPs



Awareness of the year of launch

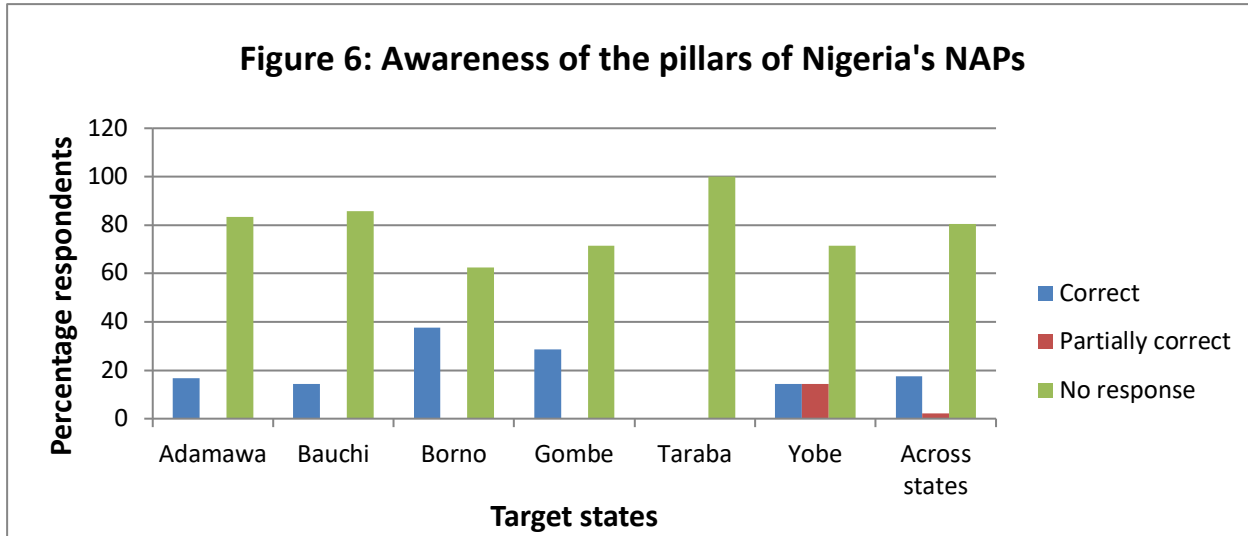
Most of the respondents in each state and across all state are not aware of the years in which Nigerian NAPs were launched; across the states only 15.2% gave correct answers; 69.6% did not provide any response.

Figure 5: Knowledge of the year of launch



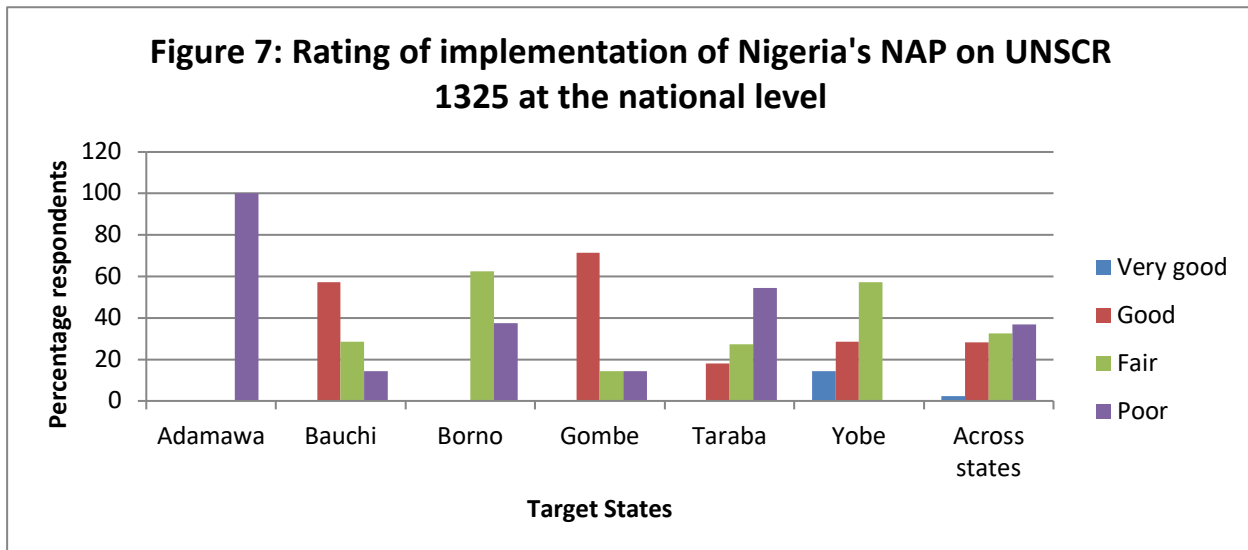
Awareness of the key pillars

The findings here indicate that most of the respondents are not aware of the pillars that make up the Nigerian NAPs; 80.4% of the respondents did not cite a single pillar and only 17.4% were able to give correct answers (Figure 6).



3.1.3 Rating on the level of implementation of Nigeria’s NAP on UNSCR 1325 at the national level

Respondents’ ratings of the implementation of Nigeria’s NAP on UNSCR 1325 at the national level are shown in Figure 7. The ratings cuts across all categories: across the states, majority of the respondents rated implementation as poor (36.9%); 32.6% and 28.3% rated it as fair and good respectively; only 2.2% of the respondents rated implementation as very good and these were recorded from Yobe state.

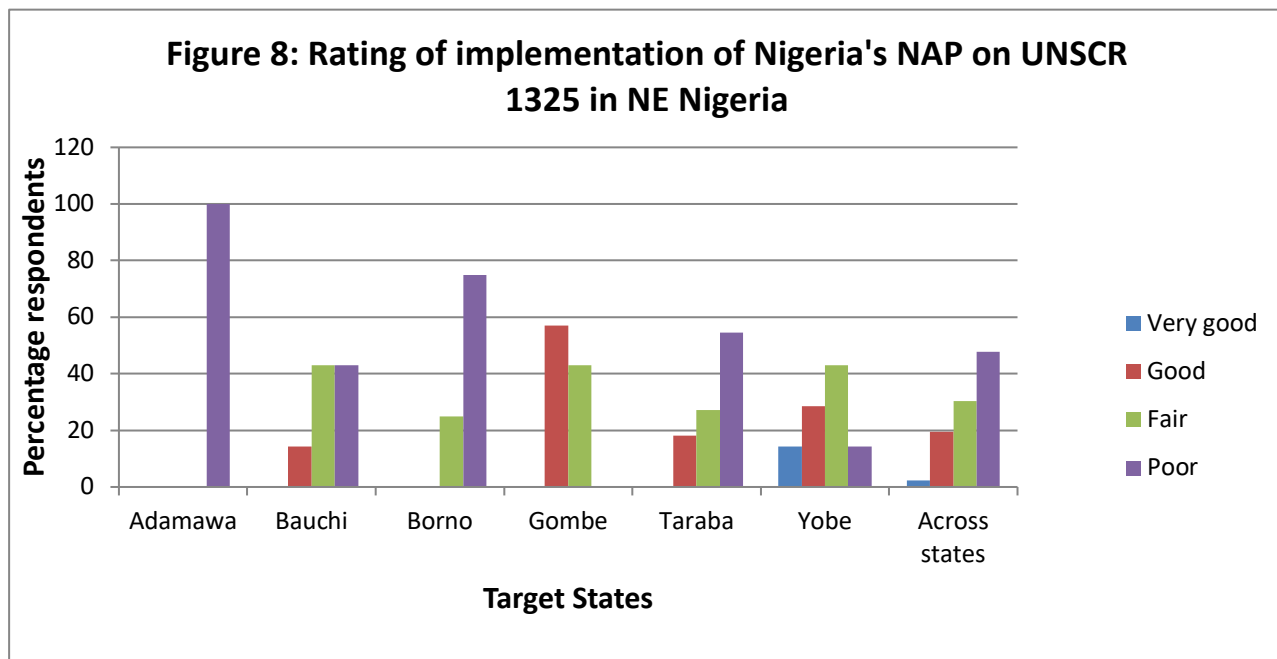


The reasons for their ratings varied across states and are highlighted below:

- a. Very good – In Nigeria, the NAP has been domesticated in 8 pilot states where conflicts are mostly affected: Borno, Yobe, Plateau, Kaduna, Kano, Delta, Rivers and Bayelsa states (KI 7 Yobe state)
- b. Good – If the national level has not implemented the NAP on UNSCR 1325, we at the state level would not have had the opportunity to participate in the workshop for NAP implementation held last year (KI 7 Bauchi); already domesticated into SAPs (KI 6 Yobe);
- c. Fair – Women are included in the peace architecture in the state (KI 3 Adamawa); a lot of women led organizations are aware and media promotion by MWASD have been done across the country (KI 1 Borno); political and socio-cultural reasons as well as religious beliefs may also have contributed to the inability of the full implementation (KI 2 Borno); not much emphasis on the program (KI 9 Taraba);
- d. Poor – Both women and men lack awareness on the NAP and UNSCR 1325 (KI 4 Adamawa; KI 7 Taraba); no proper coordination among stakeholders (KI 5 Adamawa); the state version of NAP in Borno state is BoSAP and yet to be passed into law and there is no known budgetary allocation for its implementation even at the state level (KI 5 Borno); this is due to poor coordination of stakeholders, poor interagency collaboration, poor logistics and lack of political will and reluctance of governments to domesticate gender related laws (KI 6 Borno); the gender stereotype in Nigeria is still a major challenge to making the NAP a reality (KI 3 Gombe); this is an instrument to be implemented over the whole country but only a few states have domesticated (KI 8 Taraba).

3.1.4 Rating on the level of implementation of Nigeria’s NAP on UNSCR 1325 in NE Nigeria

The ratings for the implementation of NAP in NE Nigeria are indicated in Figure 8. The ratings follow the same pattern as at the national level (Figure 7). This is not surprising since the respondents linked implementation at the national level to SAPs at the state level. Majority of the respondent were of the view that implementation in the NE of Nigeria is poor.

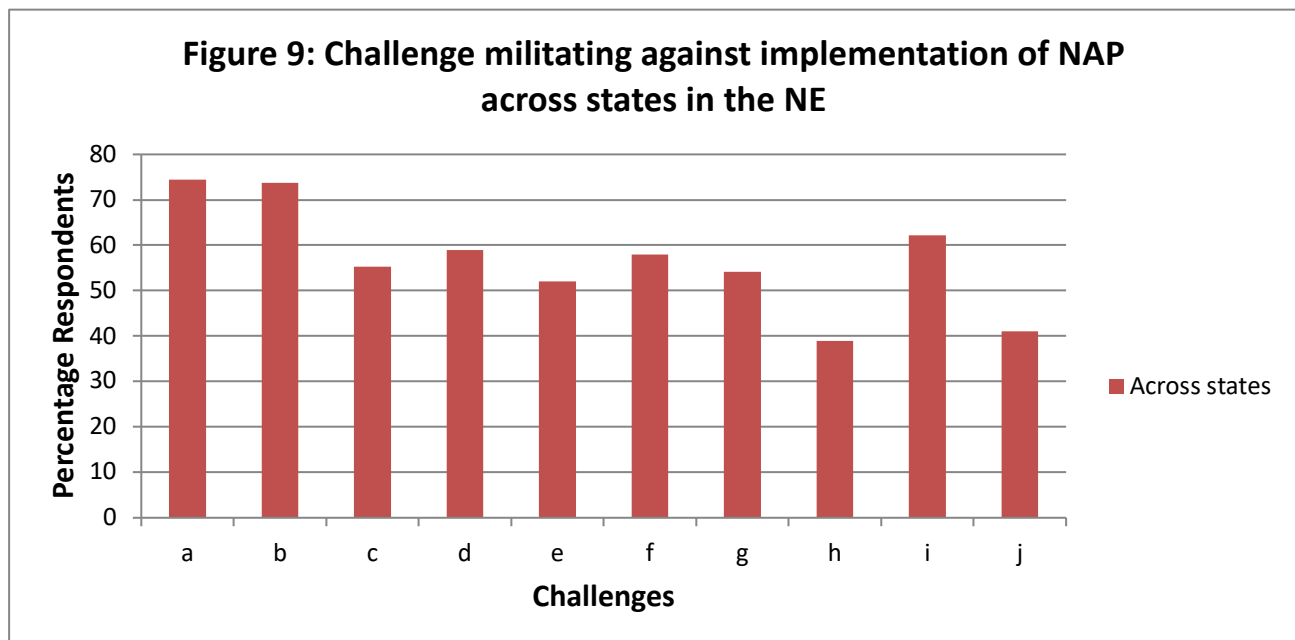


The reasons given by respondents for their rating are highlighted hereunder and are very similar to those highlighted at the national level:

- a. Very good – the states in the NE were affected affected by the insurgency and Borno and Yobe are implementing NAP (KI 7 Yobe).
- b. Good – some states in the NE have already domesticated NAP as SAP (KI 6 Yobe).
- c. Fair – not all the states have SAPs (KI 2 Bauchi); this is exactly because of the factors stated above (KI 2 Borno); more women are given opportunity in decision making positions but it is not enough (KI 3 Gombe); the major impediment is fear caused by the insurgency among the populace particularly women who have the fear that their participation will make them vulnerable and lack of dedicated budgetary allocation (KI 4 Gombe); the Child Right Act is about to be signed into law, introducing life imprisonment for rape of minors and 26 years for rape of adults and the legal system has been discharging their duties diligently (KI 1 Yobe).
- d. Poor – the level of awareness is very low (KI 4 Adamawa); because there is no budget for implementation (KI 5 Adamawa); there is nothing on ground, even knowledge is lacking except among elite NGOs though we are mindful that knowledge of documents does not necessarily translate to implementation but it is the beginning (KI 1 Borno; KI 7 Taraba); lack of political will on the part of the government to domesticate gender related laws (KI 5 Borno State).

3.1.5 Challenges encountered/militating against the effective implementation of NAP in NE Nigeria

The challenges militating against the effective implementation in the NE identified across the states by the respondents are elaborated in Figure 9. It shows that the greatest challenge to the implementation of NAP is lack of political will (74.5%), followed by inadequate funding/dedicated budget (73.8%), poor coordination among stakeholders (62.2%). The challenge with the lowest ranking by the respondents is patriarchy (39%).

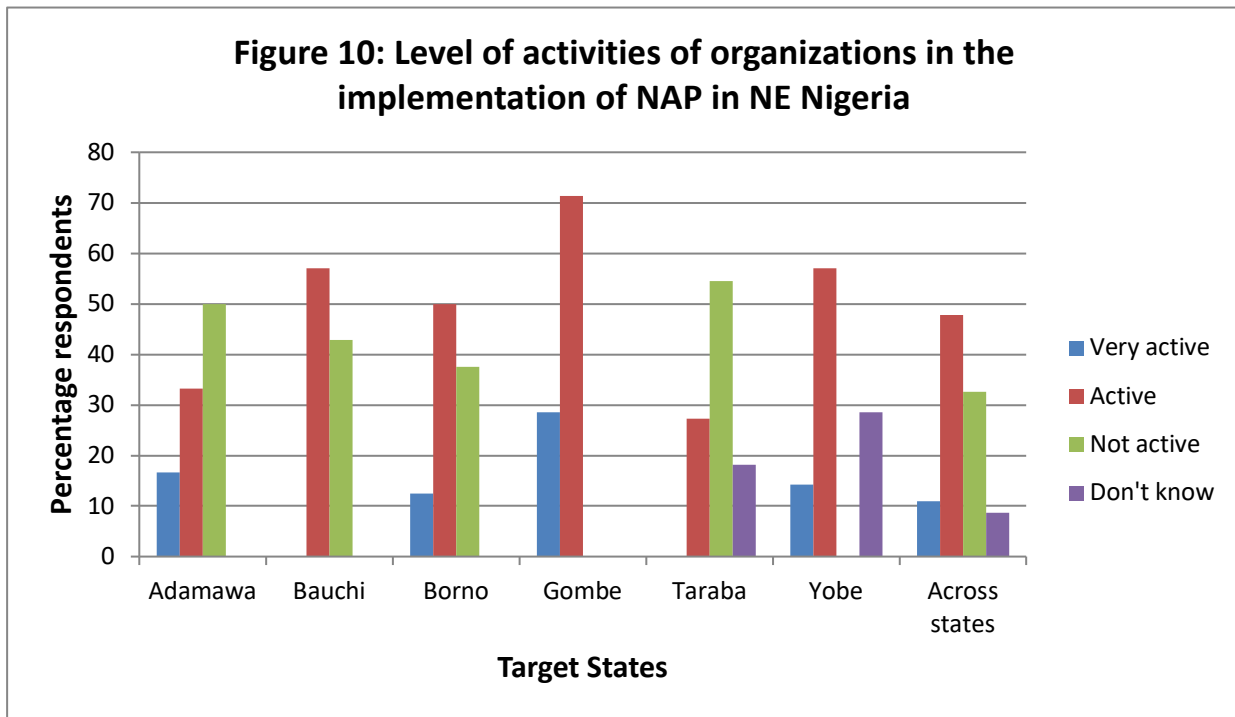


- a. Lack of political will

- b. Inadequate funding /dedicated budget
- c. Inadequate sensitization on UNSCR 1325 and NAP
- d. Limited knowledge among policy makers on UNSCR 1325 and NAP
- e. Lack of capacity to implement among staff of MDAs and CSOs
- f. Lack of the technical skills among women (negotiation, mediation, advocacy, lobbying skills, etc) required for active and strategic participation
- g. Inadequate number of women in decision making positions
- h. Patriarchy – UNSCR 1325 seen as a women’s only document
- i. Poor coordination among stakeholders
- j. Weak monitoring mechanism

3.1.6 Rating on how active respondents’ organizations have been in the implementation of NAP on UNSCR 1325 and in what areas the organizations have been active – Prevention, Protection, Participation, Relief and Recovery

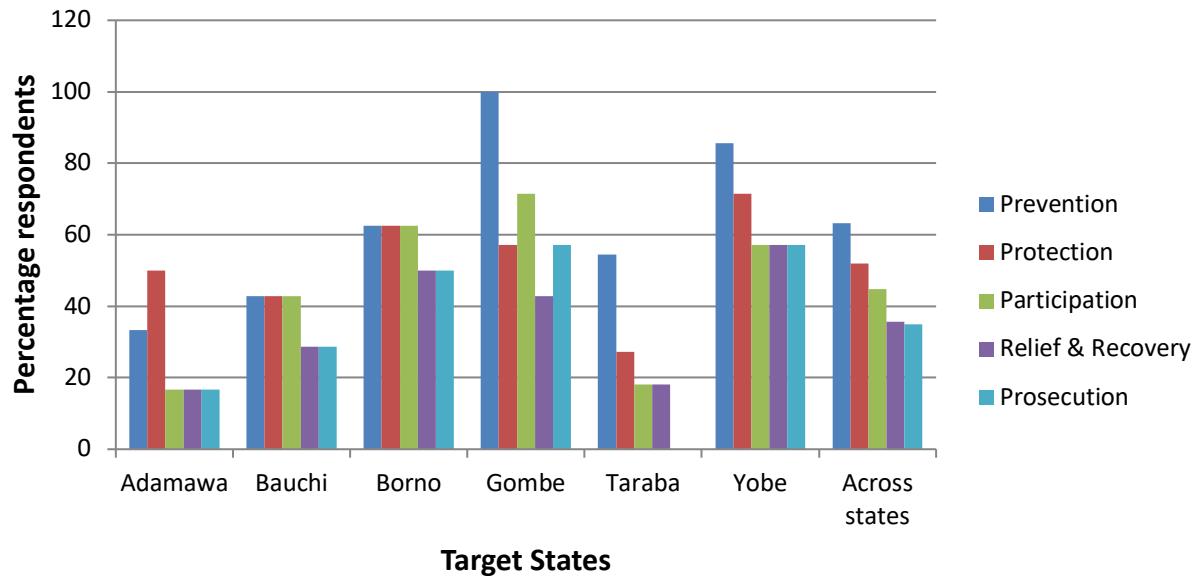
The findings here indicate that Gombe had the most active organizations in the implementation of NAP among the north eastern states of Nigeria (Figure 10). This is not unexpected because Gombe has not only a SAP but also LAP and has had all the technical and financial support from UN Women under the EU Project on Promoting Women’s Engagement in Peace and Security in Northern Nigeria. This was followed by Bauchi and Yobe states and Borno state. Taraba state had the least active organizations in the implementation of NAP in the NE.



The areas in which the organizations have been active

From Figure 11, it can be seen that across the states most of the organizations work in the area of prevention (63.2%); followed by protection pillar (51.9%), participation pillar (44.8%). The pillar of prosecution is the area in which the lowest number of organizations are active (34.9%).

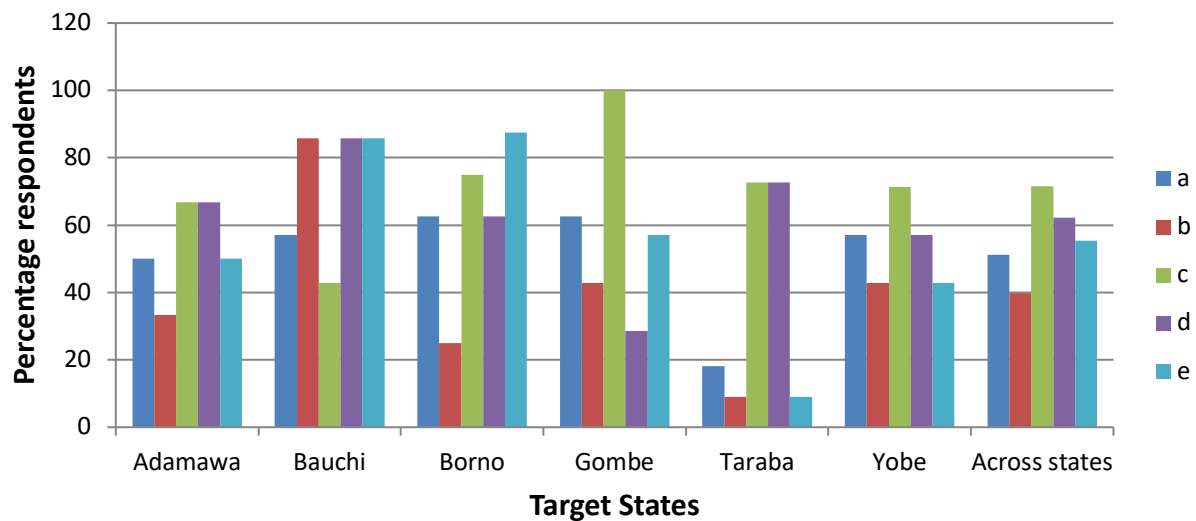
Figure 11: Pillars in which the organizations are active



3.1.7 The policy gaps that need to be addressed for the effective implementation of NAP in NE Nigeria

A few policy gaps were identified by the respondents (Figure 12). The findings show that lack of dedicated budget was the policy gap cited by most of the respondents across the states, followed by inadequate coordination, and limited application policies such as Child Rights Act 2003 and VAPP Act 2015. The least cited policy gap was non implementation of the SDGs especially SDGs 5 and 16

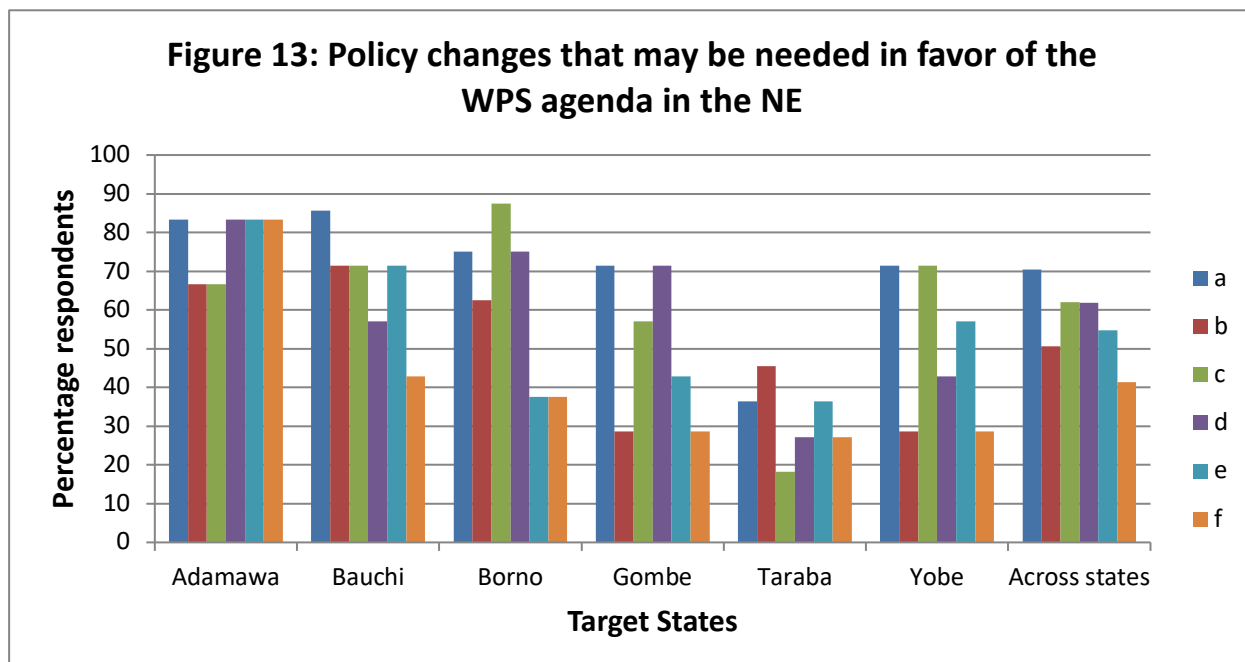
Figure 12: Policy gaps that need to be addressed for the effective implementation of NAP in NE Nigeria



- a. Non localization of NAP (SAP, LAP – (Local Action Plan))
- b. Non implementation of SDGs (SDG 5 and 16)
- c. Lack of dedicated budget for NAP
- d. Inadequate coordination
- e. Limited application of policies (Child Right; VAPP Act 2015)

3.1.8 The policy changes that may be needed in favor of the WPS agenda in the NE

The following policy changes were considered necessary if the WPS agenda is to be effectively implemented (Figure 13). The ranking by states are also presented below. The ranking across the states showed that most of the respondents consider the domestication of NAP by SAPs and LAPs as the most important factor that could favor NAP in the NE. This is followed by domestication of VAPP Act in the NE states and dedicated budgets. Effective coordination and promotion policies are also considered necessary for effective implementation of NAP in NE Nigeria.



- a. Domestication of NAP in the NE (State Action Plans and LAPs)
- b. Prioritization of SDGs 5 and 16
- c. Domestication of the VAPP Act in the states in the NE
- d. Dedicated Budget for NAP
- e. Effective Coordination Policy
- f. Promotion Policy

3.1.9 Strategies that would be required to change such policies in favor of WPS agenda in the states

The findings disaggregated by state are given in Table 2.

Table 2: Identified strategies

States	Strategies identified
Adamawa	Creation of awareness and inclusion of more women in decision making

Bauchi	Targeted awareness and sensitization especially in the rural areas; partnering with the media on women’s role in peacebuilding; building a coalition to work on UNSCR 1325; evidence based advocacy
Borno	Advocacy and lobbying, creation of awareness; engagement with communities and policy makers concerned with the issue of women; lobby the house for dedicated budget for implementation; use of IEC/BCC materials; implementation of gender equality policies; legislative engagement; media engagement;
Gombe	Presentation of activities/drama for attitudinal change; evidence based advocacy and lobbying the house committee on women affairs; peace and security awareness; awareness creation; increasing number of women in decision making.
Taraba	Women’s involvement in decision making, advocacy to various key stakeholders(governor, members of the house of assembly, community leaders
Yobe	Advocacy and use of IEC materials; regular evaluations of policies to meet women’s needs, legislative advocacy; sensitization, media enlightenment, training/capacity building for women

3.2 Progress in the Domestication of NAP on UNSCR 1325 in NE Nigeria (for states that have SAPs)

3.2.1 Whether the state has a state action plan (SAP)/local action plan (LAP) on UNSCR 1325 and knowledge of when it was launched

The findings on this aspect are presented in Table 3 which indicate that 4 states in the NE have developed and launched their SAPs and Gombe state has also developed LAPs in some LGAs.

Table 3: States in the NE with SAPs and LAPs with year of launching

State	Have SAP?	Year	Have LAP	Year
Adamawa	Yes	Respondents could not say when it was launched	No	
Bauchi	No	-	No	-
Borno	Yes	2017	No	-
Gombe	Yes	2018	Yes	2018
Taraba	No	-	No	-
Yobe	Yes	2017	No	-

3.2.2 The stakeholders involved in the development of SAP/LAP

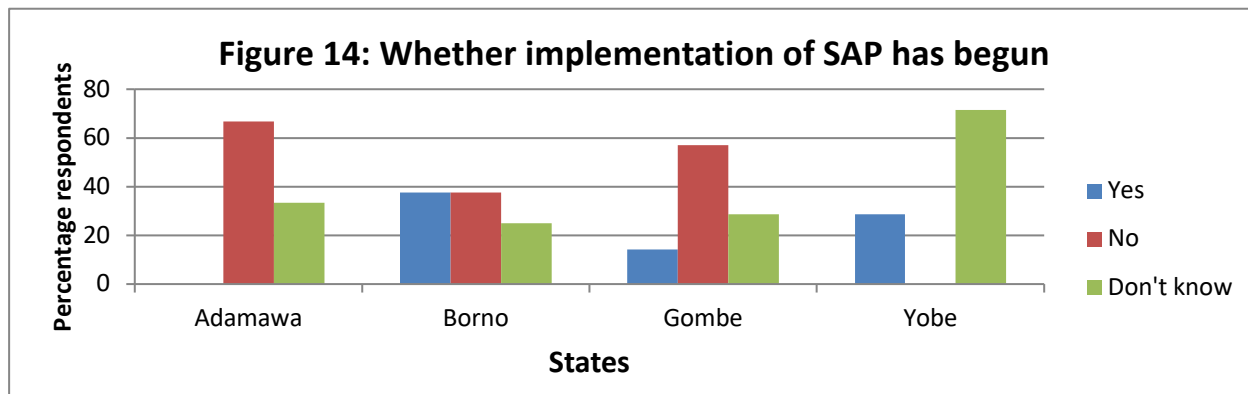
The stakeholder involvement for the development of SAPs in the 4 states with SAPs is presented in Table 4. All key stakeholders were involved in the development of SAP in Gombe and Yobe states including their Houses of Assembly. This may be the reason why Gombe state has been able to develop LAPs and Yobe has seen the partial implementation of the VAPP Act in the area of rape – rape of minor is life imprisonment while that of an adult attracts 25 years of imprisonment. Another reason why Gombe has moved faster is the support provided by UN Women through the EU Project. There was a wide stakeholder involvement in Borno state and this was made possible through an NSRP funded project by GEPaDC. These case studies underscore the critical role that funding can play in the development and implementation of SAPs and LAPs.

Table 4: Stakeholders involved in the development of SAPs

Stakeholders involved	Adamawa	Borno	Gombe	Yobe
CSOs	Yes	Yes	Yes	Yes
INGOs	Yes	Yes	Yes	Yes
State House of Assembly	No	No	Yes	Yes
MDAs	Yes	Yes	Yes	Yes
Traditional & religious leaders	No	Yes	Yes	No
Security agencies	Yes	Yes	Yes	Yes
Women organizations	Yes	Yes	Yes	Yes
Youth organizations	Yes	Yes	Yes	Yes
Media	No	Yes	Yes	No

3.2.3 On whether the implementation of the SAP/LAP on UNSCR 1325 began

The awareness on whether the implementation of the SAPs has begun in the states that have SAPs is varied even within each state. While in Yobe, majority of the respondents do not know (71.4%), in Adamawa and Gombe, the answer was majorly ‘No’ (66.7% and 57.1% respectively); in Borno state, the respondents were equally split between positive and negative (37.5%)(Figure 14).

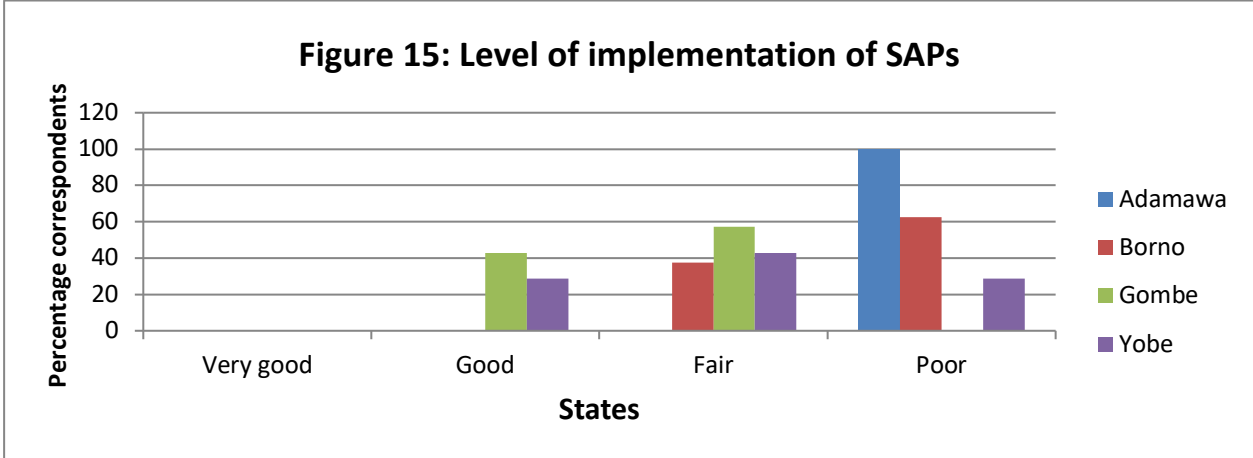


3.2.4 Level of the implementation of SAP in the state

All Adamawa respondents rated implementation as poor (100%), followed by Borno state (62.5%); only Gombe and Yobe states respondents said that level of implementation was good (42.9% and 28.6% respectively for Gombe state and Yobe State).

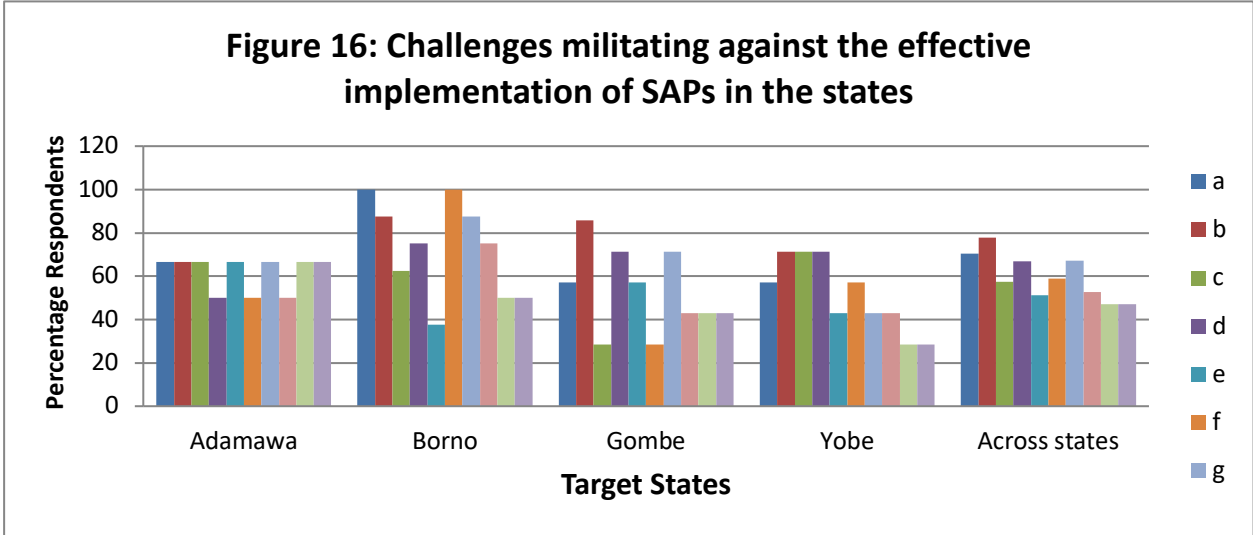
The poor implementation in Adamawa state was attributed no budget allocation and poor coordination, lack of sensitization. For the fair rating in Borno state, the respondents were of the view that creation of awareness has started and individual organizations are involved in one aspect or the other but not coordinated. For those that rated implementation as poor, their reasons include lack of awareness among key stakeholders and organizations, poor coordination of stakeholders – INGOs, CSOs, government, etc. For Gombe state, implementation was given a fair rating for the following reasons – lack of political will, culture and religion and lack of fund; because of the involvement of all stakeholders, some respondents rated implementation as good. In Yobe, the poor rating was attributed

to low awareness on the document while others think level of implementation is good because the 8 pillars contained in the documents are in progress.



3.2.5 Challenges encountered/militating against the effective implementation of SAP in the states

The challenges militating against the effective implementation in the NE identified across the states by the respondents are presented in Figure 16. It shows that the greatest challenge to the implementation of SAP across the states is inadequate funding/dedicated budget (77.8%), followed by lack of political will (70.3%), followed by limited knowledge among policy makers on UNSCR 1325 and SAP and inadequate number of women in decision making positions (67% each); lack of the technical skills among women (negotiation, mediation, advocacy, lobbying skills, etc) required for active and strategic participation was next (59%), patriarchy (52.2%) and poor coordination among stakeholders and weak monitoring mechanisms (47.1% each). The findings from the FGDs affirm the challenges identified from the KII in the states

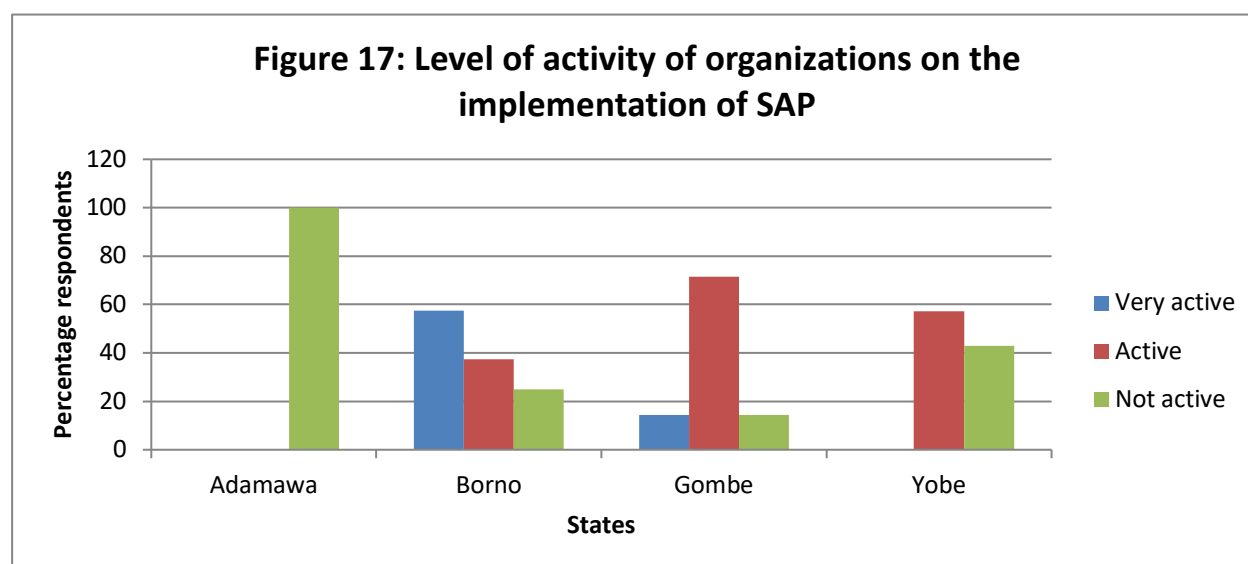


- a. Lack of political will
- b. Inadequate funding /dedicated budget
- c. Inadequate sensitization on UNSCR 1325 and SAP
- d. Limited knowledge among policy makers on UNSCR 1325 and SAP
- e. Lack of capacity to implement among staff of MDAs and CSOs

- f. Lack of the technical skills among women (negotiation, mediation, advocacy, lobbying skills, etc) required for active and strategic participation
- g. Inadequate number of women in decision making positions
- h. Patriarchy – UNSCR 1325 seen as a women’s only document
- i. Poor coordination among stakeholders
- j. Weak monitoring mechanism

3.2.6 Level of respondents’ organizations in the implementation of SAP on UNSCR 1325

The level of respondents organizations in the implementation of SAP in their various states is presented in Figure 17. The findings indicate that majority of the respondents organizations are active in the implementation of SAP in Borno, Gombe and Yobe states while in Adamawa state, the organizations are inactive, not implementing any aspect of SAP.



With regards the areas of SAP in which the organizations are active and what they are doing in these pillars, the findings are presented in Table 5.

Table 5: The pillars in which organizations are working and what they are doing

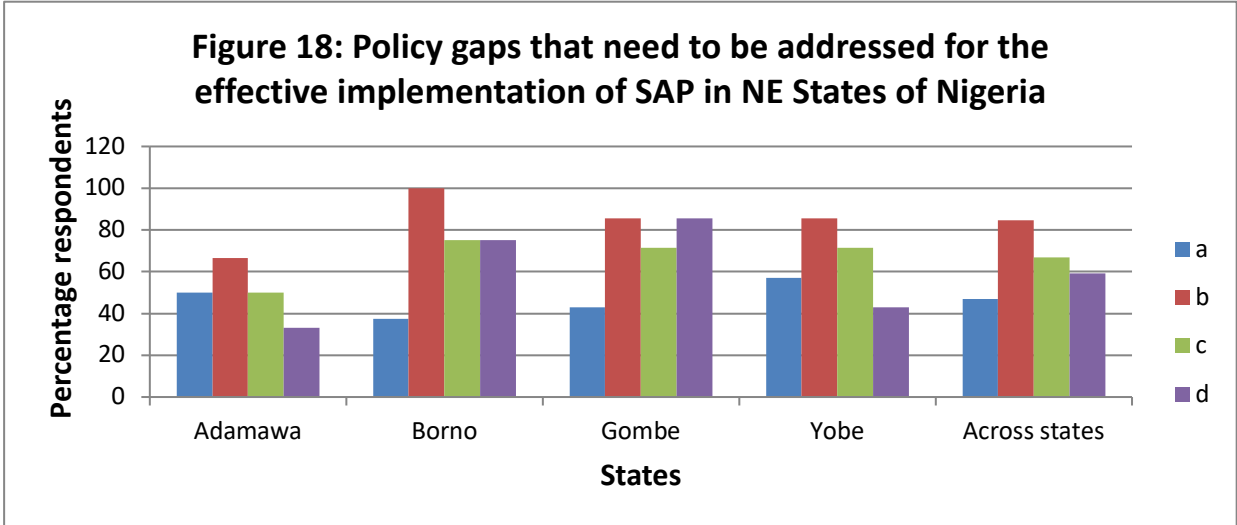
State	Pillars	What organizations are doing
Adamawa		The organizations are not active and not implementing SAP on UNSC 1325
Borno	Prevention	Awareness creation on women’s rights, GBV issues and VAPP Act (GEPaDC) Through sensitization and participation in joint advocacy to stakeholders with the aim of pushing for the implementation of UNSCR 1325 (Neem Foundation) Creation of awareness on UNSCR 1325 (MWASD); Capacity training for vulnerable women in communities (UMMWA) The British Council through the Nigerian Stability and Reconciliation Program (NSRP), supported the domestication of states which have SAP. Additionally 2 LGAs have LAPs also established. Established multi agency steering committee to drive the process and CSO led monitoring of implementation (British Council); Sensitization and awareness creation (PWAN) Sensitization on GBV in the camps and host communities (WINN)

	Protection	Support for survivors of SGBV, operation of Women friendly spaces (WFS) and Child Friendly Spaces, case management, Psychosocial support (PSS), Mental Health and Psychosocial Support (MHPSS) (GEPaDC); Family tracing, child protection, collaboration with the Nelewa Centre (MWASD); Supporting the Nelewa centre and empowering 10 women groups with livelihood skills (British Council) Referrals, advocacy for prosecution; training on women's rights (PWAN); Operated an Observatory on GBV in Borno state that provides evidence for advocacy to to critical stakeholders (WINN)
	Participation	Development of BoSAP, capacity building on political participation, peacebuilding (GEPaDC); Encouraging women to participate in decision making, self reliance and mutual support through formation of cooperatives (Neem Foundation) Collaboration between the ministry and NCWS to encourage women's participation in elections and decision making (MWASD); Raising women's voices through community participation, dialogue and spaces to be part of community decision making (UMMWA) Creating of platforms and building capacity on rights, dialogues and advocacy (PWAN) Create forum for women and girls to participate in peacebuilding in 4 communities in Gwoza (WINN)
	Relief and Recovery	Livelihood support and transitional learning centres (TLCs)(GEPaDC) Support women and children in all our interventions (Neem Foundation); PSS and livelihood training (MWASD); Economic Empowerment (PWAN); Support of women and girls with NFIs and necessary materials (WINN)
	Prosecution	Report of rape cases to police and follow-up in collaboration with MWASD (GEPaDC); Reporting and follow-up of cases of GBV (MWASD); Probono services when women's rights are violated (PWAN); Collaboration with FIDA to ensure cases are prosecuted
Gombe	Prevention	Advocacy visit on early warning and early response (MWASW); Sensitization on peace and security processes; awareness creation on early signs especially VAWGs (Women Peace & Mediation Network)(WPMNet) Sensitization, various levels of advocacy, dialogue with community leaders and government (Excellent Institute of Computer Studies)(EICS); Conducted series of sensitization activities to raise awareness among traditional and religious leaders, community leaders, general public and security agencies (SEMA) My organization being a media outfit has been involved in every area of the implantation because we have been writing news reports and discussion programs on the 5 pillars (Gombe Media Corporation) Creating awareness to prevent the vulnerable groups from conflict and human security threats (Traditional Institution).
	Protection	Liaising with Ministry of Justice and law enforcement agencies (MWASW) Training and mentoring of women and girls (EICS); As a coordinating body, the agency has monthly meetings with stakeholders in protection to ensure that vulnerable members of the society are not allowed to suffer (SEMA); Providing cover for the vulnerable groups to ensure their rights to peace and security and access to justice (Traditional Institution)
	Participation	Organizing training workshop for women (MWASW) Capacity building on negotiation, advocacy and communication skills (WPMNet); Mentoring and establishment of women's groups (EICS);

		<p>The agency encourages participation by conducting town hall meetings with community and religious leaders and women's groups (SEMA)</p> <p>My organization is giving women traditional titles to become part of the decision making in the traditional council to provide solutions to the problem of women in peace and security and allow women's participation in peace and security processes at all levels (Traditional Institution)</p>
	Relief and Recovery	<p>Awareness on hazard identification and emergency response (WPMNet)</p> <p>As a coordinating body, we solicit/receive on behalf of persons of concern relief and recovery materials and give same to IDPs (SEMA);</p> <p>By providing proper care and attention as well as medical assistance (Traditional Institution)</p>
	Prosecution	<p>Awareness on how to seek redress (WPMNet)</p> <p>Together with relevant bodies to ensure justice (SEMA);</p> <p>Ensuring that women have access to justice through handing over perpetrators to the police and other law enforcement agencies (Traditional Institution)</p>
Yobe	Prevention	<p>Advocacy and sensitization activities, public enlightenment campaigns on GBV and child protection cases (North East Youth Initiative for Development)(NEYID);</p> <p>Regular advocacy to prevent all types of VAWGs including SGBV; advocacy against hawking by girls (NCWS);</p> <p>Strengthening women's roles and contributions in conflict resolution; promoting the culture of peace (INOL)</p>
	Protection	<p>Protection of the vulnerable and less privileged in the community (NEYID);</p> <p>We provide PSS to children and protect new born child to was abandoned by his mother and looked for a caregiver for the child (Ministry of Youth, Sports, Social and Community Development (MYSSCD);</p> <p>Regular coordination with other stakeholders to pool efforts together to protect women and girls including IDPs; strengthens women and girls to resist SGBV during and after conflicts and empower women and girls in conflict and post-conflict situations (NCWS; INOL)</p>
	Participation	<p>We participate in the sectors meetings and by providing advice to actors in GBV and Child protection (NEYID);</p> <p>Workshops and townhall meetings involving women to encourage peacebuilding; regularly trains women and girls as mediators and carry them along at all levels of peace process showing them the importance of maintaining peace (NCWS);</p> <p>Train women and girls as mediators, negotiators and conciliators in conflict and post-conflict situations and peacebuilding in th communities (INOL)</p>
	Relief and Recovery	<p>Provision of livelihood support to survivors, educational support and also skill acquisition (NEYID);</p> <p>Facilitated access to treatment for victims of rape and PSS (MYSSCD)</p> <p>Collaboration with SEMA to help women in difficulties (NCWS);</p> <p>Provision of adequate and accessible humanitarian services; addressing specific needs of women and girls affected by the insurgency through psychosocial therapy and counseling (INOL)</p>
	Prosecution	<p>We transfer and follow up cases in court (NEYID)</p> <p>Prosecuting the offenders (Ministry of Justice);</p> <p>Monitor cases of rape in court to ensure offender is sent to prison (MYSSCD);</p> <p>Collective efforts of women CSOs led to the law that was established by YHoA and signed into law by Yobe State Governor (NCWS)</p> <p>Prosecution of cases within the ambit of the law (FGD NSCDC)</p>

3.2.7 Policy gaps that need to be addressed for the effective implementation of SAP in the States in NE Nigeria

The policy gaps identified by the respondents are presented in Figure 18. Across the 4 states, lack of dedicated budget is the major policy gap; followed by inadequate coordination, The findings show that lack of dedicated budget was the policy gap cited by most of the respondents across the states, followed by inadequate coordination, limited application policies such as Child Rights Act 2003 and VAPP Act 2015. The least cited policy gap was non implementation of the SDGs especially SDGs 5 and 16.

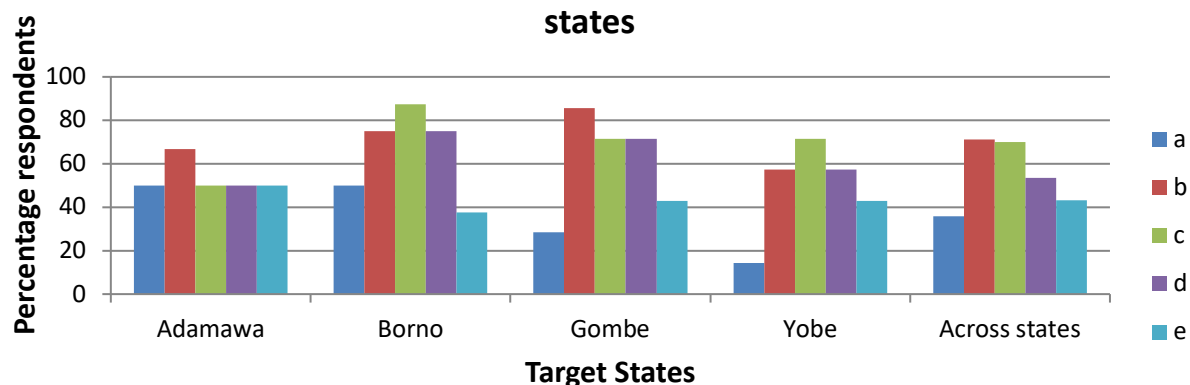


- a. Non prioritization of SDGs (SDG 5 and 16)
- b. Lack of dedicated budget for SAP/LAP
- c. Inadequate coordination
- d. Limited application of policies (Child Right; VAPP Act 2015)

3.2.8 The policy changes that may be needed in favor of the WPS agenda in the State

The following policy changes were considered necessary if the WPS agenda is to be effectively implemented (Figure 19). The ranking by states are also presented below. The ranking across the states showed that most of the respondents consider the domestication of VAPP Act in the states as the topmost policy change required, followed by effective coordination policy, promotion policy. The policy change least cited by respondents is prioritization of SDGs 5 and 17.

Figure 19: Policy changes needed in favor of WPS agenda in the states



- a. Prioritization of SDGs 5 and 16
- b. Domestication of the VAPP Act in the states in the NE
- c. Dedicated Budget for NAP
- d. Effective Coordination Policy
- e. Promotion Policy

3.2.9 Strategies required to change policies in favor of WPS agenda in the states

The strategies required to change policies in favor of the WPS agenda in states with SAP in the NE are presented 6. These findings are disaggregated by the states. The strategies identified by the respondents are identical and include awareness creation, advocacy and lobbying, media engagement, capacity building among others.

Table 6: Strategies required to change policies in favor of WPS agenda

States	Strategies identified
Adamawa	Media engagements; involving all stakeholders from state down to grassroots; more awareness for people not to see UNSCR 1325 as women only document; women education; sensitization on the rights of women; promoting gender equality
Borno	Handbills, radio jingles in local languages; constant stakeholder engagements; enlightenment campaigns; legislative engagements; promotion of more women in decision making; involvement of men; domestication of the Child Right Act and VAPP Act in Borno state; targeted advocacy and lobbying; implementation of gender equality policies; media engagement;
Gombe	Current information on number of women involved in politics and appointment into positions of decision making; town hall meetings that will include policy makers, legislature, religious and traditional leaders and other key stakeholders; advocacy and lobbying; evidence based advocacy; organizing peace and security events; use of local dialects in the presentation of dramas to the communities
Yobe	Advocacy to key stakeholders such as policy and law makers, traditional and religious leaders; law enforcement agents; sensitization, media enlightenment, training/capacity building for women; regular monitoring and evaluation to maximize the effects of the policy; domestication of the Child Right Act and VAPP Act in the state.

3.2.10 Respondents' recommendations to improve the implementation of SAP/LAP in the states/Local government

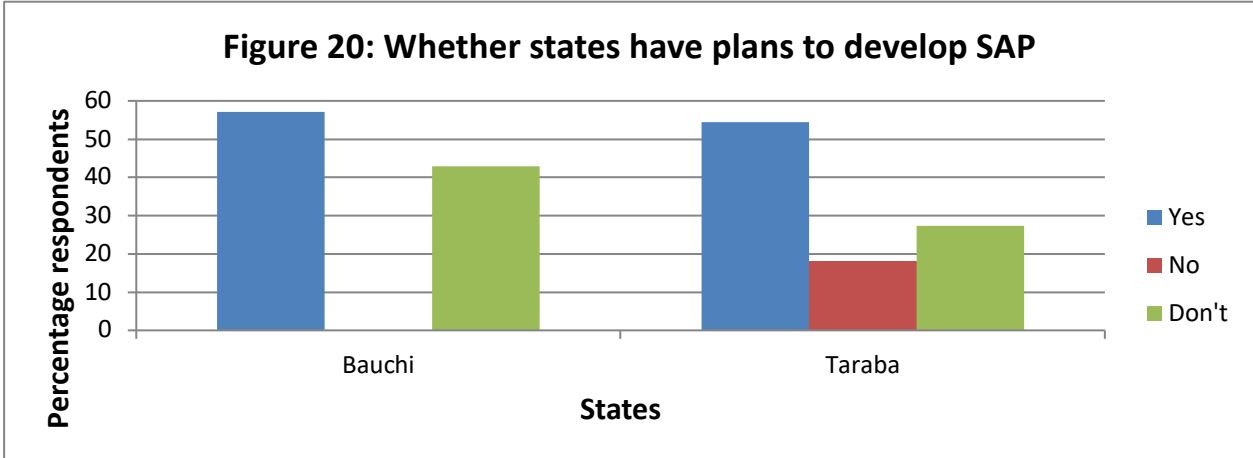
The recommendations made by respondents in each state for the improvement in implementation of SAP/LAP are presented in Table 7. The recommendations are aligned with the policy changes that are required to improve the implementation of the WPS agenda in the states.

Table 7: Recommendations made by respondents to improve implementation of SAPs/LAPs

States	Strategies identified
Adamawa	Involvement of more women’s groups; involvement of all key stakeholders; more women in decision making; creation of awareness.
Borno	Creation of awareness on the document among stakeholders; capacity building for policy and law makers; sharing of best practices that can be adapted and adopted; proper coordination should be put in place; need for a dedicated budget; development of indicators; need to reactivate the steering committee and the technical committee; sustained advocacy and lobbying; involvement of men and boys; government should take ownership of SAP;
Gombe	Adequate funding of the program to cover all the LGAs; setting up of an effective machinery at the local and ward levels; promote strong political will at the state and LGA levels; entrench strong coordination process; intense advocacy and lobbying to relevant stakeholders; involvement of traditional and religious leaders; government should appropriate fund in the budgetary allocations for SAP and LAPs; capacity building for stakeholders; more sensitization
Yobe	Intensifying advocacy visits to all stakeholders; Creation of awareness on SAP/adequate publicity; Provision of adequate funding; need to domesticate the Child Right and VAPP Acts.

3.2.11 Whether there are plans to develop SAP in the state that do not have

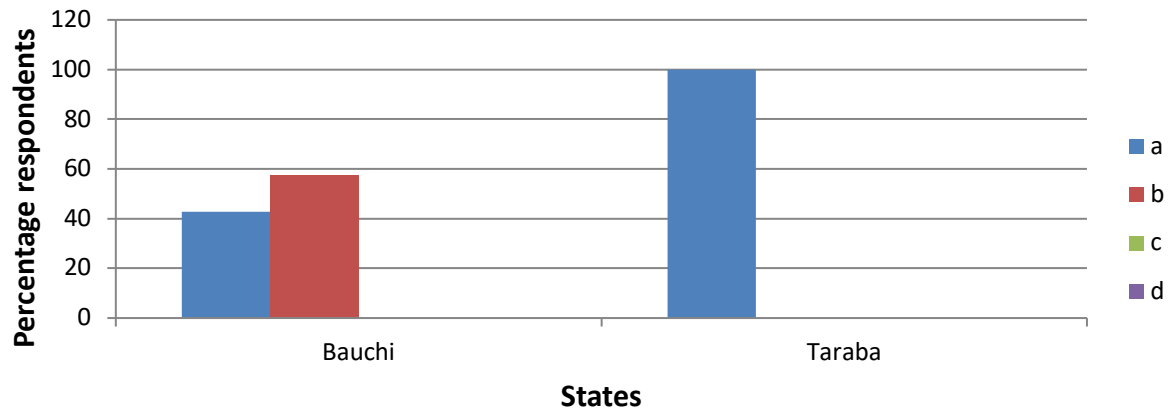
These findings are presented in Figure 20. The findings indicate that in both states, the respondents are split in their knowledge of their government’s plans to develop SAP on UNSCR 1325. In Bauchi, 57.1% said government has plans; 42.95 do not know. In Taraba, 54.5% said government has plans, 27.3% are not aware of such plans.



3.2.12 The stage at which the state is in the process of the development of the SAP

These findings are presented in Figure 21. In Taraba state, 100% of the respondents agreed that the process has not yet started. For Bauchi state, 57.2% said that the development is in the early stages while 42.9% said that it has not started.

Figure 21: The stage at which the state is in the process of the development of the SAP

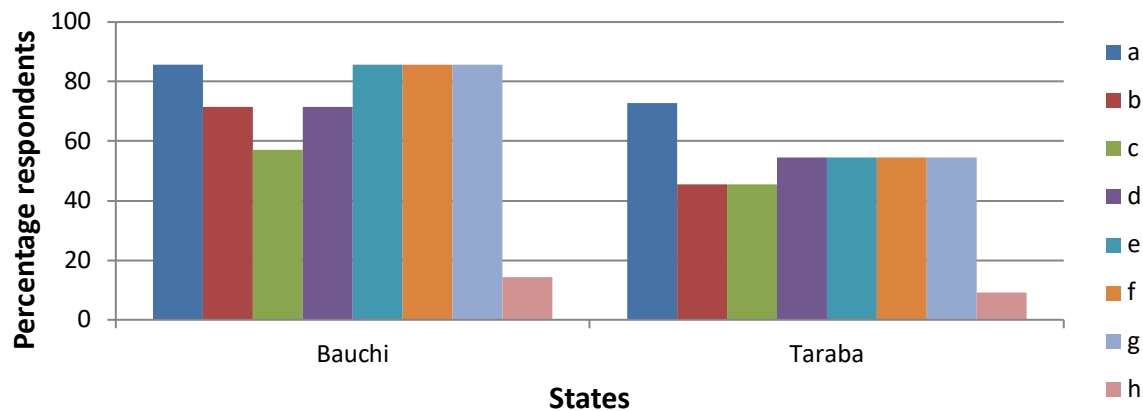


- a. Not yet started
- b. Early stage in development (meetings held between stakeholders, discussion has started, etc)
- c. Advanced stage (information has been gathered with input from various institutions, stakeholders and drafted; waiting for validation, etc
- d. Final document (waiting for approval and launching)

3.2.13 The stakeholders in the development of SAP/LAP in the state

The likely stakeholders in the development of SAP in Bauchi and Taraba states as identified by the respondents are presented in Figure 22.

Figure 22: Potential stakeholders for development of SAPs



- a. CSOs
- b. INGOs (specify)
- c. State Houses of Assembly
- d. Ministries/Departments/Agencies (specify)
- e. Traditional and Religious institutions
- f. Security Agencies

- g. Women Organizations
- h. Youth Organizations

3.2.14 Strategies that will be needed for the development of SAP/LAP in the states

The strategies that respondents from the KIIs and FGDs identified for the development of SAP in Bauchi and Taraba states are presented in Table 8.

Table 8: Strategies that will be needed for the development of SAP/LAPS

State	Identified strategies
Bauchi	Sensitization; training; strong collaborations and partnership between NGOs and government
Taraba	Creation of awareness; advocacy; training; monitoring; media engagement; promotional programs and interviews; the lead implementers to come together and come up with a workable plan of action and strategies; set up a technical working group; use of best practices as obtained in other places; sponsor bill towards development of SAP; involvement of all stakeholders;

3.2.15 Challenges respondents envisage in the development of SAP in the state

The challenges that are envisaged by respondents in the development of SAPs in Bauchi and Taraba states are highlighted in Table 9.

Table 9: Challenges envisaged in the development of SAPs

State	Challenges identified
Bauchi	Lack of political will; nonchalant attitude of those in power; inadequate funding; lack of technical expertise; cultural and religious barriers (KIIs and FGDs)
Taraba	Lack of political will; inadequate budgetary allocations; lack of knowledge of the document; governments inability to provide fund; lack of commitment on the part of the state House of Assembly (KIIs and FGDs)

3.2.16 Recommendations to hasten the development of SAP in the state

The following recommendations were made by respondents to hasten the development of SAPs in the state (Table 10).

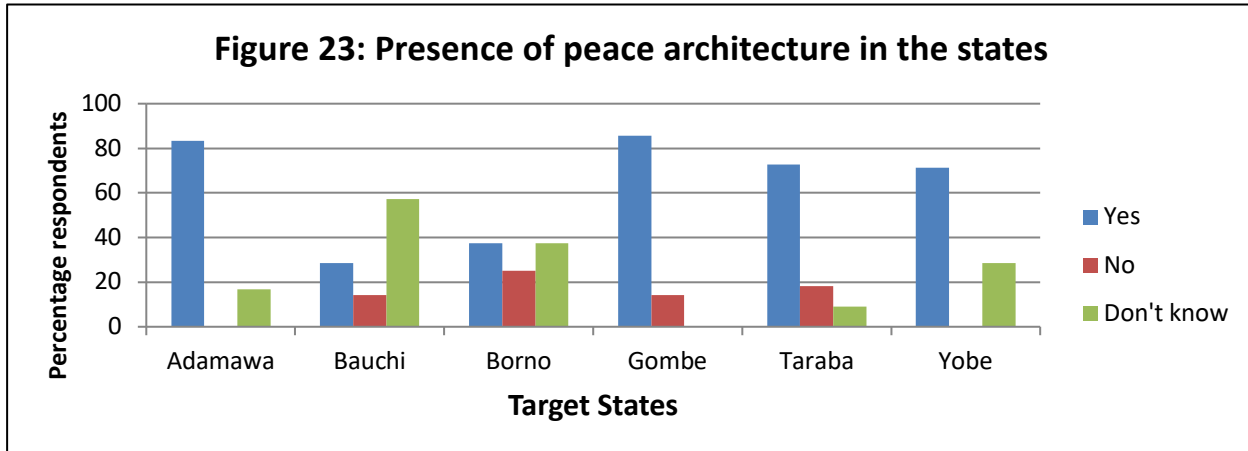
Table 10: Recommendations to hasten development of SAPs

State	Recommendations
Bauchi	Creation of public awareness; building capacity of staff; making available the required funds; engaging stakeholders at higher level; inaugurate the committee that was set up by WANEP to take charge of the process of SAP development in the state (KIIs & FGDs)
Taraba	Training on the technical know-how; technical support; sensitization of stakeholders; creation of awareness; adequate funding; participation by all stakeholders; the lead implementers to come together and come up with a workable plan of action and strategies; set up a technical working group; use of best practices as obtained in other places; resource mobilization; system strengthening; institute committees for development of SAP; monitoring mechanisms to be put in place and effectively utilized (KIIs and FGDs)

3.3 Gender Sensitive Peace Architecture in NE Nigeria

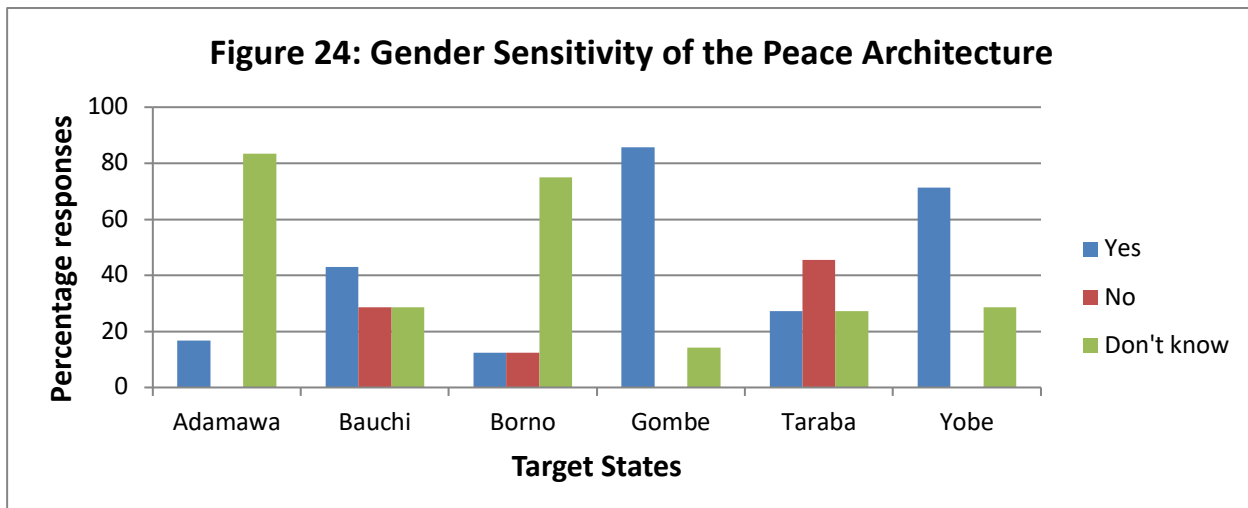
3.3.1 Existence of peace architectures in the states

These findings are presented in Figure 23. Majority of the respondents in Adamawa, Gombe, Taraba and Yobe state affirm that there are peace architectures in their states. In Bauchi and Borno, the responses were split. The names of the peace committees in some of the states are Adamawa Peace Committee, Peace and Conflict Settlement Committee (Borno state) and Zauren Sulhu (Bauchi State).



3.3.2 On whether the peace architectures are gender sensitive

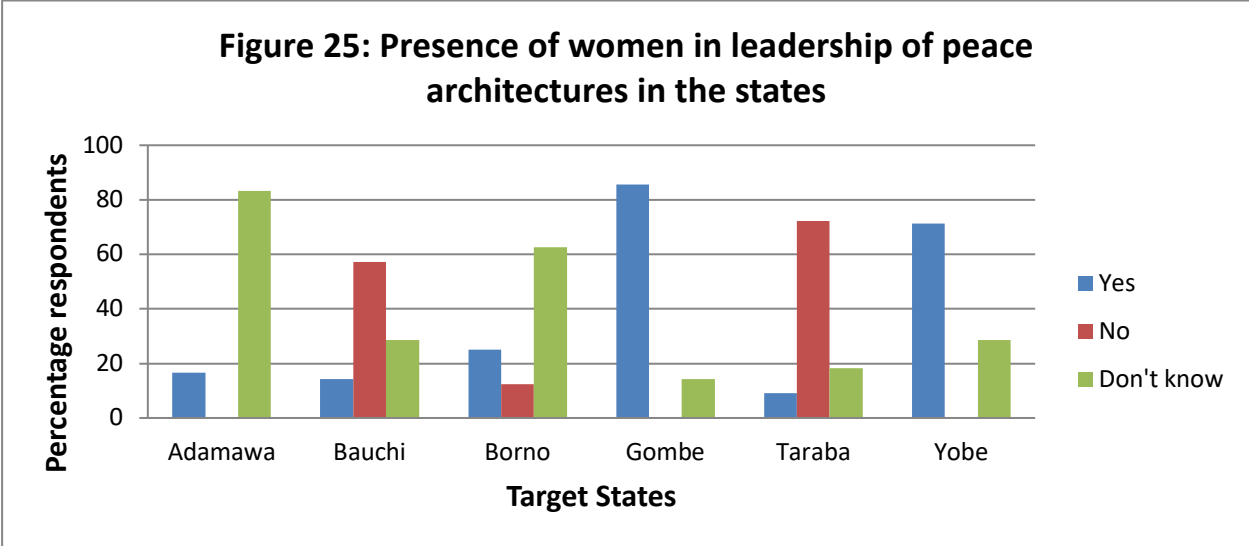
The level of gender sensitivity varied from state to state (Figure 24). While in Gombe, Yobe and Bauchi states, the majority of the Beneficiaries were of the view that the peace architectures are gender sensitive; majority of the respondents from Adamawa and Borno states did not know whether the peace architectures are gender sensitive or not; in Taraba state, majority of the respondents were of the view that the peace architectures are not gender sensitive.



3.3.3 Whether women are in leadership position in the peace architecture

Majority of the respondents in Gombe and Yobe states stated the presence of women in leadership of peace architecture but are not able to give figures but stated that the numbers are very low. For Bauchi

and Taraba states, majority of the respondents said there are no women; in Adamawa and Borno states, most of the respondents do not know about the gender disaggregation of the leadership (Figure 25).



3.3.4 Strategies that can be employed to fill the gender gaps

Identified strategies by respondents in the KIIs and FGDs to fill gender gaps in leadership are provided in Table 11. The strategies are similar among states including advocacy, sensitization, building capacity of women among others.

Table 11: Recommendations to hasten development of SAPs

State	Recommendations
Adamawa	Sensitization; women should be involved in decision making; empowerment of women’s groups; capacity building.
Bauchi	Sensitize the public; gender mainstreaming; constant engagement with government; women group led advocacy; training.
Borno	Employing gender equality practices; conduct gender audits; build capacity of women; continuous advocacy and lobbying, sensitization; more awareness among women.
Gombe	Capacity building; enactment of enabling laws; sensitization; advocacy to key stakeholders on inclusion of women in leadership position in peace architectures.
Taraba	Advocacy to stakeholders especially by women’s groups to demand for their involvement; equipping women with leadership skills; women involvement in governance; women to be shown respect and encouraged to give their views; when they see that their opinions are valued they will participate; sensitization.
Yobe	Encouraging women’s participation; advocacy to key stakeholders on women’s inclusion in leadership of the peace architecture; creation of awareness; capacity building.

3.4 Women’s Involvement in Countering Violent Extremism in NE Nigeria

3.4.1 Impact of violent extremism in NE Nigeria

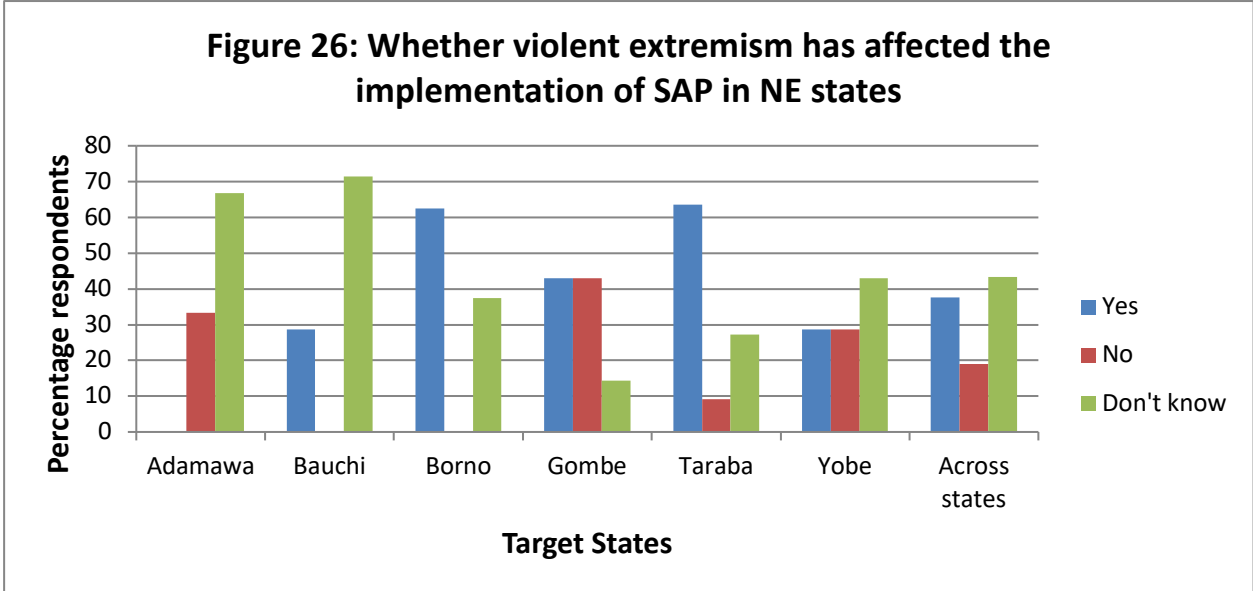
The impact of violent extremism in NE Nigeria as identified by the respondents in both KIIs and FGDs are in Table 12 and show extremely negative impacts. In the BAY states, this included destruction of lives and properties, SGBV and consequent trauma among others.

Table 12: Impact of violent extremism in NE Nigeria

States	Identified impacts
Adamawa	Increased vulnerability of young girls to sexual violence; internal displacement; increased in SGBV cases and their consequences; sexually transmitted diseases; unwanted pregnancies; increased poverty; death.
Bauchi	Poverty and health related risks; death; internal displacements; increased incidence of sexual violence
Borno	Psychological trauma; internal displacement, death; destruction of properties; increased vulnerability of women; shifting gender roles; survival sex; abandonment of families; separation of children; widowhood; trauma; poverty, street hawking; increase in OOSC.
Gombe	Increased exposure of women to hard life and sexual harassment; loss of lives; displacement of people; OOSC; trauma; increased number of widows; unwanted pregnancies; diseases; increased widowhood.
Taraba	SGBV especially rape; trauma; gender inequality; sexual exploitation and abuse; destruction of lives and properties.
Yobe	Destruction of lives and properties; dislocation of business activities; destruction of basic amenities; increase in criminality in the communities; unwanted pregnancies; diseases; increase in SGBV.

3.4.2 On whether violent extremism has affected the implementation of SAP/LAP in NE Nigeria

The responses varied from state to state (Figure 26). Looking at the data across the 6 states, most of the respondents do not know whether implementation of SAP is affected by violent extremism or not (43.4) while 37.6% believed that implementation was affected by violent extremism.

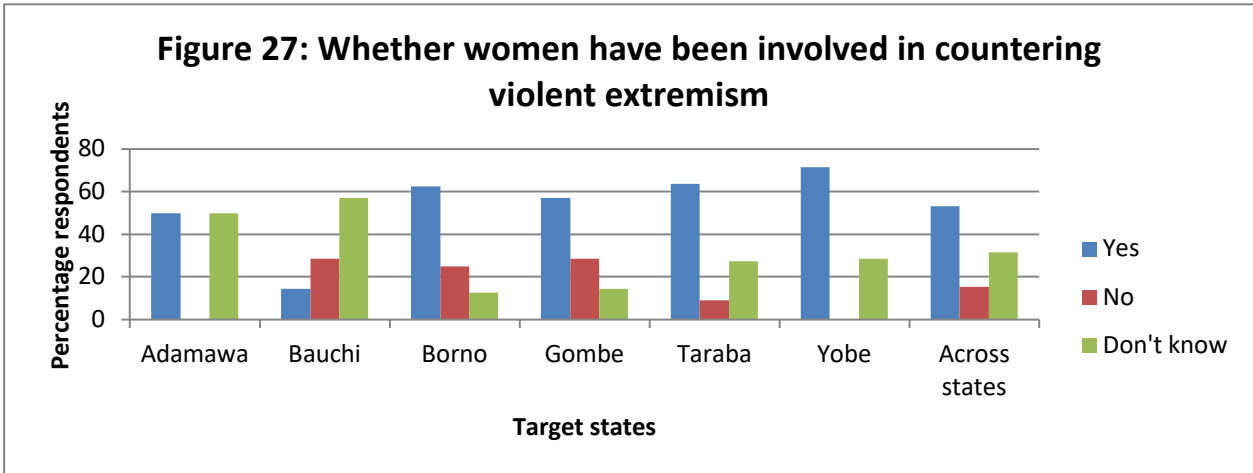


Various reasons were given for the affirmative response: the insurgency has created fear particularly in women and policy makers making them not able to come out publicly to support the implementation

of SAP (Taraba KII & FGDs). This was reechoed by respondents from Gombe state – women are afraid to come out boldly to embrace the programme. Some of the LGAs are unreachable because of the insurgency (Borno state).

3.4.3 On whether women have been involved in countering violent extremism in NE Nigeria

The general consensus is that women in the NE have been involved in countering violent extremism except Bauchi state where majority of the people do not know where women were involved or not (Figure 27).



Cases were cited in which women have participated in countering violent extremism: women publicly marched to show their disgust over violence and killings of their men and children and women during the crisis; the Kona women protest march in Jalingo in 2019. Also, the advise their husbands and children against violent extremism (KII and FGDs Taraba state). We have women in Gombe who have been leading campaigns against violent extremism in the NE; women groups are involved in rehabilitation of affected ones; women organizations do undertake advocacy visits to communities and schools (KII and FGDs Gombe). From Bauchi, some respondents said that women participate in community fora and engage youth (KIIs Bauchi). Women have been involved in early warning, gathering information from their children, husbands and friends and counter narratives. They are also involved in counseling their husbands and children (KIIs and FGDs Borno state).

4.0 General Observations and Recommendations

4.1 General Observations

The following observations are made from the findings of the study:

- Though Nigeria has developed 2 NAPs on UNSCR 1325 in 2013 and 2017, the knowledge of when it was launched and the pillars was quite low among respondents especially among the states that are yet to domesticate NAP; the surprising findings came from Adamawa state that has a NAP but respondents are ignorant of the NAP.
- The pace of implementation of NAP in the NE is quite slow and attributed to the following challenges: Lack of political will, Inadequate funding /dedicated budget, Inadequate sensitization on UNSCR 1325 and NAP, Limited knowledge among policy makers on UNSCR 1325 and NAP, Lack of capacity to implement among staff of MDAs and CSOs, Lack of the technical skills among women (negotiation, mediation, advocacy, lobbying skills, etc) required

for active and strategic participation; Inadequate number of women in decision making positions; Patriarchy – UNSCR 1325 seen as a women’s only document; Poor coordination among stakeholders; Weak monitoring mechanism. One of the most significant obstacles to the implementation of NAP in NE Nigeria in all states is inadequate funding/lack of dedicated budget; in northern of the states is there a dedicated budget to implementation of NAP.

- Four states in the NE have SAP on UNSCR 1325 and related resolutions – Adamawa, Borno, Gombe and Yobe States. In addition, Gombe state also has LAP covering two LGAs. Two states do not have a SAP – Bauchi and Taraba states
- The implementation is however quite slow. Challenges militating against the effective implementation of the SAPs are similar to those identified for that of NAPs above and are again highlighted below: Lack of political will, Inadequate funding /dedicated budget, Inadequate sensitization on UNSCR 1325 and NAP, Limited knowledge among policy makers on UNSCR 1325 and NAP, Lack of capacity to implement among staff of MDAs and CSOs, Lack of the technical skills among women (negotiation, mediation, advocacy, lobbying skills, etc) required for active and strategic participation; Inadequate number of women in decision making positions; Patriarchy – UNSCR 1325 seen as a women’s only document; Poor coordination among stakeholders; Weak monitoring mechanism. One of the most significant obstacles to the implementation of NAP in NE Nigeria in all states is inadequate funding/lack of dedicated budget; in northern of the states is there a dedicated budget to implementation of NAP.
- Various stakeholders were involved in the development of SAPs in the states with SAPs and LAPs – CSOs, INGOs (UN Women for Gombe; NSRP for Borno and Yobe states); State Houses of Assembly (Borno and Gombe states); Ministries/Departments/Agencies (especially Ministry for Women Affairs and Social Development); Traditional and Religious institutions; Security Agencies; Women Organizations; Youth Organizations.
- INGOs have been instrumental to the domestication of NAP at the state level; UN Women for Gombe and Adamawa and British Council/NSRP for Borno and Yobe. In fact NSRP facilitated the establishment of 9 SAPs nationally and for establishment of the national steering committees and CSO-led monitoring committee.
- Different organizations expressed various levels of activity in the implementation of NAP and SAP in the NE involved in the various pillars – prevention, protection, participation, relief and recovery and prosecution. In the area of prevention most organizations were involved in sensitization/creation of awareness. Many organizations worked to protect the rights of women and girls in the IDP camps and some operating WFS. Only very few organizations worked directly on prosecution but there were collaborations in the area of reporting and follow-up of cases. Some organizations in states that do not have SAPs are also implementing some aspects of NAP in the state
- Some policy gaps were observed by the respondents; these were Non prioritization of SDGs (SDG 5 and 16); Lack of dedicated budget for SAP/LAP; Inadequate coordination; and limited application of policies (Child Right; VAPP Act 2015), Among these respondents saw lack of dedicated budget and inadequate coordination as the policy gaps that have the most significant implications for the effective implementation of NAP, SAP and LAP in the NE states of Nigeria.
- Some policy changes were considered necessary for the implementation of NAP/SAPs. and LAPs. These include need for the domestication of the Child Right and VAPP Act 2015 in the NE; Dedicated Budget; effective coordination policy; putting in place a promotion policy and

prioritization of SDG 5 and 16 which was the least cited; in fact many respondents were not so conversant with the SDGs.

- The strategies that would be required to increase implementation in addition to policy changes above include advocacy to and lobbying of key stakeholder, creation of awareness/sensitization; training/capacity building for women and women led organizations; media engagement; research and documentation for evidence based advocacy. Many people are not aware of the document; awareness is considered the beginning of implementation (for example, in Adamawa where there is a SAP, majority of the respondents are not aware that SAP has been launched in the state).
- For the states that do not have SAP, most of the respondents believe that the state has plans to develop NAP. While the process has not begun in Taraba state, in Bauchi it is the early stage in development (meetings held between stakeholders, discussion has started, etc).
- The following stakeholders were considered important in the development of SAP in the two states –CSOs, INGOs, Ministries/Departments/Agencies, Traditional and Religious institutions, Security Agencies, Women Organizations and youth organizations.
- The strategies identified by respondents in Bauchi and Taraba for fast tracking the development can be summarized as awareness creation; advocacy and lobbying; capacity building; provision the required funds; engaging stakeholders at higher level; inaugurating a SAP committee to take charge of the process of SAP development in the state.
- There are peace architectures in all the state but people were more aware of these in Adamawa, Gombe, Yobe and Taraba states; in Borno respondents that gave affirmative response also stated that these were project based and the sustainability after the life span of the project cannot be guaranteed.
- There was an overwhelming consensus that the peace architectures were not gender sensitive and though women were present in the leadership, their number was very low. advocacy, sensitization, building capacity of women, laws on gender equality are among the strategies identified for filling the gender gaps in the leadership of the peace architecture.
- Violent extremism was considered an evil that has destroyed lives and properties; psychological trauma; internal displacement of persons among which majority are women and children, high prevalence of SGBV (including rape and gang rape, SEA), increased vulnerability of women; shifting gender roles; UASC; high number of widows; poverty, street hawking; increase in OOSC and poverty as a result of destruction of livelihoods.
- Most of the respondents in all the states believe that violent extremism has affected the implementation of SAP attributing it to fear due to the insecurity
- The general view is that women are involved in countering violent extremism – from the home where they provide advice and counseling to the husband and children to early warning and protests against the killings.

4.2 Recommendations

4.2.1 Creation of Awareness

Awareness is very important as it bring about a better understanding and hence action. This is especially critical in the NE that is highly patriarchal and conservative and where issues of women including the WPS agenda are trivialized. The following recommendations are therefore put forward:

- Statewide Awareness creation on the SAP documents among the public not only to provide information on the content but also to debunk the idea that UNSCR on which NAPs and SAPs are based is a women's document but a document whose implementation would benefit the society as a whole; awareness is the beginning of implementation, Target audience in this awareness creation will be administrators and policy makers, traditional and religious leaders, politicians, women and women's organizations, the grass-root communities. For this process, there is a need to translate the documents into major languages in each state for easy consumption and action
- Partnership of Women organizations with media to develop a communication campaign on SAPs and generate support among journalists covering the campaign.
- Creation of a NE interactive media platform to convey the voice of women in conflict zones and their various needs. Such platform would provide a forum for knowledge-sharing and exchange of expertise and information, network-building through several means, including interacting with a variety of media platforms that aim to reach the largest possible audience on the heinous crimes perpetrated in conflict zones by the insurgents with a view to gingering the populace to recognize the disproportionate impact of armed conflicts on women and the dire need to implement SAPs in the states
- Sustained advocacy to key stakeholders to change the patriarchal mindset and increase space for women in decision making at all levels

4.2.2 Funding

Of the challenges ranked by respondents, inadequate funding was considered one of the most significant. Funding is required for every aspect of implementation and bearing this in mind the following recommendations are made:

- Allocations should be provided for in the annual budget for SAP implementation, hence there is need for advocacy and lobbying for allocations from annual state budgets for implementation of SAPs
- Training of various stakeholders on resource mobilization

4.2.3 Patriarchy

The roles of women in NE Nigeria are to a large extent shaped a patriarchal set of norms. The patriarchal political culture is a major barrier to women's political space. New laws meet with resistance as they contradict customary laws & prevailing social norms/traditional practices. The following recommendations are made to change patriarchal mindsets and pave way for acceptance of SAPs and action:

- Strategic advocacy to the traditional and religious leaders and creation of awareness to increase understanding of the document and the need to support implementation. The above two will bring about the desired mind-set change that is required to elicit the political will required for the implementation of NAP.
- Building alliances: One big challenge is how to overcome resistance from men who do not understand the need for SAP. The implementation of SAP is not solely the responsibility of women, and cannot be achieved without the partnership of men. Women should therefore be trained on how to build male allies in addition to building coalitions so that the critical mass needed to build and attain change in the implementation of SAPs can be attained.

4.2.4 Lack of capacity/ technical expertise

This is one of the challenges militating against the effective implementation of SAPs in the states. Women lack of knowledge, skills and attitudes to be politically active and become the catalyst that is needed to drive the implementation of SAPs in states in the NE. There is thus a need to build the capacity of women and women led organizations in areas of advocacy, lobbying and policy engagement as well as political activism; all these skills are for active and strategic participation

4.2.5 Strengthening Coordination:

Without effective coordination, there can be no successful implementation of the SAPs. Lack of effective coordination was cited by majority of the respondents in this study as a critical challenge militating against the implementation of SAPs in the state. Poor coordination and collaboration especially among various actors working on women, peace and security issues; often lead to duplication of activities, ad hoc activities and unhealthy competition. These recommendations are therefore made:

- The Ministry for Women Affairs is the coordinating institution for the implementation of SAPs in the state. To effectively play this role, there is need for capacity strengthening for the relevant staff of the ministry. Lack of effective coordination was cited as a big challenge in the implementation of the SAPs; there cannot be a successful implementation without an effective coordinating unit.
- SAP Steering Committees comprising of key ministries, CSOs and other key stakeholders with clear terms of reference should be established in each of the states with SAP where they do not already exist or strengthened where they already exist.
- Technical Committees that support the SAPSCs should also be set up, This committee can also double as the monitoring committee and should be trained M & E skills
- For states that are yet to develop their SAPs, a SAP development committee should also be established to put in place a plan of action for the development

4.2.6 Increasing women's number in decision making

Women in decision making positions are very critical to the advancement of women and implementation of the NAPs. The NE has the lowest number of women in decision making in Nigeria. Women in such position and with an understanding of the WPS agenda can push for decisions that can favour implementation, Thus, there is the need for:

- Incorporation of law on quota or AA principle in the constitution and the electoral laws
- Building the capacity of women in leadership development and governance and administration as well as on mediation and conflict prevention

4.2.7 Engendering the Peace Architectures

Peace architectures exist in all the states in the NE including those without SAPs. They are a tool to bringing to the front burner the issues of peace and peaceful co-existence in the state. Unfortunately the participation of women who are critical peace stakeholders is very low across all states as well as their membership in the leadership position. There is thus an urgent need to increase the number of women in these architecture. This could be achieved through:

- Advocacy of traditional and religious leaders who are the custodians of the socio-cultural norms that resist women's participation
- Sensitization on the importance of women's participation in peace architecture as they bear the brunt when peace is breached

- Need to review the constitution of these structures to incorporate some form of affirmative action principle
- Train women in leadership skills for quality contributions in the leadership structures.

4.2.8 Women Countering Violent Extremism

Women and girls are best positioned to predict signs of conflicts and radicalization of other family members. Unfortunately, they are unable to frame and report such signs and sometimes when they report, such information are waved away as “gossip”; this is often missed opportunities for early responses. Hence, women and girls in conflict settings should be trained on “counter-radicalization” narratives to be able to suppress extremism once it emerges in their families and communities

Annex 1: ToR for Consultant