TRACING SEXUAL VIOLENCE IN CONFLICT AS A CONTINUUM OF VIOLENCE AGAINST WOMEN AND GIRLS IN NORTHERN NIGERIA: PITFALLS OF LAW AND POLICIES

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ABSTRACT

Sexual violence is a human rights infringement that causes harm in the lives of individuals when committed and may lead to severe complications, disabilities or even death. In Nigeria, women suffer from a chain of violence which is traced from regular times to post-conflict situations in addition to other social problems like gender discrimination, gender inequality, to name but a few. As a result, this work focuses on the experiences of Nigerian women with sexual violence in conflict and post-conflict settings in Northern Nigeria, especially with the abductions of girls in Borno and Yobe States between 2014 and 2018. This research approaches the problem through desk research using the socio-legal methodology, which draws insights from the interdisciplinary lens of human rights law, international security, and women/development using post-colonial feminist theory. The primary question this work poses is how the Nigerian National Action Plans (NAP) on Women, Peace and Security (WPS) can be utilized to help end the conflict-related sexual violence continuum in Nigeria and advance the protection of women against sexual violence? The research finds that there are insufficient policy guidelines and legal frameworks for the prevention or eradication of sexual violence in Nigeria, and where policy guidelines or frameworks exist, there has been poor or no implementation.

DEDICATION

To Philanthropic Educational Organization (PEO sisterhood), thank you for your generous contribution to my education and your continuous support for the promotion of education and peace globally.

ACKNOWEDGMENT

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LIST OF ABBREVIATIONS

ACJA – Administration of Criminal Justice Act

ACJL – Administration of Criminal Justice Law

ACRWC – African Charter on the Rights and Welfare of the Child

CEDAW – Convention on the Elimination of All Forms of Discrimination against Women

CSO – Civil Society Organization

CRA – Child's Rights Act

CRC – Convention on the Rights of the Child

CRSV – Conflict Related Sexual Violence

CSR – Corporate Social Responsibility

FCT – Federal Capital Territory

FMWASD – Federal Ministry of Women Affairs and Social Development

ICTY – International Criminal Tribunal for the former Yugoslavia

ICTR – International Criminal Tribunal for Rwanda

IDMC – Internal Displacement Monitoring Centre

IDP – Internally Displaced Person

IHL – International Humanitarian Law

IHRL – International Human Rights Law

INGO – International Non-Governmental Organization

IOM – International Organization for Migration

LLM – Master of Laws

NAP – National Action Plan

NAPTIP – National Agency for the Prohibition of Trafficking in Persons and other related

Matters

NDP – National Development Plan

NGO – Non-Governmental Organization

PWAN – Partners West Africa Nigeria

SAP – State Action Plan

SDG – Sustainable Development Goals

SGBV – Sexual and Gender Based Violence

UN – United Nations

UNICEF – United Nations Children's Fund

UNSCR – United Nations Security Council Resolution

UNTAC – United Nations Transitional Authority in Cambodia

VAPPA – Violence Against Persons (Prohibition) Act

VVF - Vesicovaginal Fistula

WANEP – West African Network for Peacebuilding

WIPNET – Women in Peacebuilding Network

WHO – World Health Organization

WPS – Women, Peace, and Security

ZAP – Zonal Action Plan

CHAPTER 1

GENERAL INTRODUCTION

This work focuses on the experiences of Nigerian women with sexual violence in conflict and post-conflict settings in Northern Nigeria, specifically in Borno, Adamawa, Yobe and Federal Capital Territory (FCT). As a human rights infringement, sexual violence causes harm to the lives of individuals when committed and may lead to severe complications, disabilities or even death. Globally, women and girls are the major disadvantaged group who bear the most burden associated with conflict and other natural disasters (Care International 9). Since sexual violence affects boys, girls, women, and men, it is noteworthy to admit that their experiences differ depending on the social context in question.

Considering women and girls' responsibility in most families as wives, domestic workers, and caregivers, most of the terrorist groups like Boko Haram have used it as an opportunity to increase their vulnerabilities as they are made to function in different roles as either victims, perpetrators, or agents during the conflict. In post-conflict settings, reparation of survivors is difficult as the problem they encounter is multifaceted, especially in situations where the intervention by the government is insufficient. Most of them are traumatized and suffer from various disabilities, including lack of means of livelihood, social rejection, and lack of trust in government officials who may be the next perpetrators to avoid.

In the Nigerian context, women suffer from a chain of violence from regular times to post conflict situations. This is in addition to other social problems like gender discrimination, gender inequality, cultural norms/practices that affect their agency and participation in society to name but a few. This challenge is also heightened by the fact that some Nigerian women's activities with the terrorist group in Northern Nigeria including the discharge of their daily responsibilities,

is dictated through the instructions of "the men in their lives." Since they depend on the male figures like husbands, brothers, fathers etc., for their daily sustenance, they have limited or no option as to their participation with Boko Haram (Okenyodo 101). In view of this, the thesis focuses on the abductions of girls in Borno and Yobe State between 2014 and 2018. However, a brief reference will be made to other similar events to present a clearer picture of the numerous Boko Haram's destructive undertakings in Nigeria.

Furthermore, in drawing out the connection between the abuse endured by women and girls through the various abductions, the periods of sexual violence in conflict and post-conflict settings, reference will be made to the two existing Nigerian National Action Plans, which are a response to the United Nations resolutions on Women Peace and Security (UNSCR). The UNSCR was introduced in 2000 through resolution 1325[1] that recognized the tactical use of sexual activities such as rape against women and girls during war (Peace Women, "Background") Four pillars make up the foundation of the women, peace, and security (WPS) agenda. These includes "relief and recovery, participation, protection and prevention" (United States Institute of Peace).

In the same vein, nine resolutions were constituted between 2000 and 2019 anchored on the participation of women, peacebuilding, and sexual violence in conflict. The idea behind these resolutions is to ensure that there are recognitions of rape as war crime (PeaceWomen, "Security Council Resolution 1820"), appointment of a special representative to coordinate activities for the prevention (PeaceWomen, "Security Council Resolution 1888"), the involvement of women in peaceful engagement (PeaceWomen, "Security Council Resolution 1889"), working on eradicating sexual violence (PeaceWomen, "Security Council Resolution 1960"), addressing the

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[1] The resolution also addresses the impact of Sexual and Gender Based Violence (SGBV), low participation of women in conflict resolution and peace building.

problems that lead to the prevalence of conflict (PeaceWomen, "Security Council Resolution 2122"), women's involvement in preventing sexual violence (PeaceWomen, "Security Council Resolution 2106") and the significance of empowering women as a way of retooling conflict-related violence towards maintaining a peaceful society (PeaceWomen, "Security Council Resolution 2242").

Unlike other resolutions mentioned above, resolution 2467 recognized "that sexual violence in conflict occurs on a continuum of interrelated and recurring forms of violence against women and girls". It called for the adoption of a mechanism that focuses on survivors by eradicating sexual violence in times of conflict and post-conflict situations (United Nations Security Council, "Resolution 2467"). Likewise, resolution 2493 was adopted in 2019 shortly after resolution 2467. Its focus is more on the implementation of the nine adopted WPS resolutions and contributions from various civil societies, including women's organizations for implementing the WPS agenda (United Nations Security Council, "Resolution 2493").

Accordingly, the United Nations (UN) requires that all signatory member countries must ensure that they make efforts towards the adoption of the resolutions by producing various National Action Plans (NAPs) which will articulate the priorities and actions each state would adopt to meet their obligations (PeaceWomen, "1325 National Action Plan"). The Nigerian federal government in its search to combat sexual violence, has adopted two NAPs for WPS between 2011 and 2017 for promotion of women's participation and eradication of sexual violence.

OBJECTIVE AND SIGNIFICANCE OF THE RESEARCH

This research aims to expose sexual violence suffered by women in conflict-related and post-conflict settings in three states (i.e., Borno, Yobe, Adamawa), and the Federal Capital

Territory (FCT) in Nigeria**.** In so doing, the specific objective is to analyze the Nigerian's NAPs on WPS regarding its compliance with the UNSCR on sexual violence in conflict (especially resolution 2467 which deals with the connection of sexual violence to other types of violence against women), and to proffer suggestions for improving its implementation toward enhancing or eradicating the problems that arises with sexual violence in Nigeria. Finally, this research intends to fill the gap on the continuum of violence against women and girls in the Nigerian north-eastern states of Borno, Yobe and Adamawa, especially as they experience sexual violence in conflict and post-conflict situations.

OVERARCHING RESEARCH QUESTION

The primary question this work poses is how the Nigerian NAP can be utilized to help end the conflict-related sexual violence continuum in Nigeria and advance the protection of women against sexual violence. To provide a rich insight and elicit relevant responses and conversations to the overarching question, there are three further questions of particular importance that are entailed by this main question. These are:

1. How does sexual violence suffered by women in conflict situations in Northern Nigeria (specifically in Borno, Adamawa, Yobe and FCT) impact their civil, political, and economic welfare in post-conflict communities?

2. Are there both local and international policy guidelines and legal frameworks for avoiding the occurrence of sexual violence in conflict and post-conflict, and to what extent have they been, and continued to be, implemented in Nigeria?

3. Given any identified gaps, how can a collaborative effort among Nigerian stakeholders assist in confronting sexual violence and providing a better intervention for protecting women's rights?

HYPOTHESIS

From the question and sub-questions which structure this thesis, the underlying hypothesis is that there are insufficient policy guidelines and legal frameworks for the prevention or eradication of sexual violence in Nigeria and where policy guidelines or frameworks exist, there has been poor or no implementation.

LITERATURE REVIEW

There is a wealth of research/scholarship focused on sexual violence against women and girls like the contributions made by authors like Aisling Swaine, Dara Kay Cohen, among others. The literature review of this research focuses on and review the bodies of literature that establish the connection between the experiences of women in conflict and post-conflict. It examines the literature by tracing sexual violence against women and sexual violence in conflict continuum in Nigeria.

Sexual Violence Against Women in Peace, Conflict and Post Conflict

Sexual violence, whether in times of peace or conflict, has an existing link that establishes the connection but both situations have their dynamic features. More emphasis is placed on how sexual violence during peace time exacerbates and increases the chances of the occurrence of wartime sexual violence. In expanding the understanding of the concept of sexual violence, Ntombizozuko Dyani distinguished them under three categories as a form of torture, genocide and enslavement using existing laws to investigate the problem of armed conflict in Africa. The scholar asserts that sexual violence involves the extensive abuse of women who disapprove the activities of the perpetrators and since the act of violence happens outside of war, it is under the jurisdiction of the local courts rather than international courts to prosecute (233).

In addition, Rhoda Copelon considers how the abuse of women during sexual violence is considered a "form of torture." The author using Bosnia as a case study, focused on the two categories of rape – "normal rape" and "genocidal rape". The distinction between the two is that terrorists commit the act of genocidal rape in open spaces, in front of loved ones, friends, and community members (204). In exploring further, in her book, *Sexual Violence in War and Peace: Gender, Power and post-conflict Justice in Peru*, Boesten Jelke, held that the intricacy of sexual violence leads to two results. Firstly, gender inequalities and other social discrepancies in normal circumstances increase the likelihood of conflict-related rape. Secondly, wartime violence is used for several objectives including to "impose dominance and affirm hierarchies" (42).

Sexual violence against women and girls in both situations can be perpetrated by civilians, state actors, insurgents, and close family relations. It has been affirmed by Blair *et. al* who notes that regular citizens in the community have become everyday culprits known to commit several human rights abuses and assault during peace and war. This makes the home less secure for women and girls (2). This work aligns with the views of Dyani, Copelon, Jelke, and Blair *et. al*, and seeks to expand on their works by highlighting instances of sexual violence in both peace time and during conflict with special reference to Northern Nigeria.

Further, Doris Buss in her work that focuses on sexual violence in conflict argues that more studies need to be conducted even with robust information and awareness on conflict-related sexual violence. With the understanding of sexual violence, the dynamics of harm makes it difficult to fully acquire knowledge about the suffering of women in conflict, and "vulnerability experienced by women and girls." The author argues that the situation of sexual violence including its incidences, actors, perpetrators, and the pattern of abuse gives us an

opportunity to understand the uniqueness in both war and post-conflict settings. This is because focusing on sexual violence alone obscures the vision of present and future policy interventions on "conflict and its aftermath" (4). This work mirrors Buss's conclusion and provides the pattern, practices, and methods of sexual violence to examine the conflict in the north-east of Nigeria and its aftermath.

It is evident that the abduction of girls by Boko Haram is not just to serve as victims alone but as agents of perpetuation of harm. In making a distinction between the forms of violence in conflict and peace, it has created an avenue to re-examine the connection between sexual violence, victims, perpetrators, and actors. Vasuki Nesiah in focusing on clarification on ways victims are defined, observes that many people associate it through the orthodox ways which are built on "passivity and denial of agency." Many participants in her work dwelled on the definition of equating women's identity and agency to victimization i.e., "where to be a woman is to be a victim" (808).

This framing is a limited conception and generalization of women in this context as not all women are victims. On the other hand, Kalra and Bhura suggest that sexual violence cannot be acknowledged using only one lens since culture plays a dominant role among other contributing factors. The authors states that "an essential step toward understanding sexual violence and its victims would be to re-phrase and re-understand various models of patriarchy/matriarchy, gender roles and expectations" (248).

In addition, Scully affirms that the identification of women as the only victims affect the rebuilding of societies after war is over. Through that lens, men and boys are neglected in the grouping of victims as they also constitute part of individuals that are victimized, and it limits the progress that could be made around curbing gender-based violence (21). The findings from a

research report that examined the stereotypes and characteristics of using suicide bombers

carried out in Nigeria clearly supports Scully's assertion as it illustrates that the demographics

used by Boko Haram were primarily female bombers. To avoid an unnecessary suspicion, men

were dressed as women as part of the strategy to avoid being checked at Police checkpoints

(Warner and Matfess 33).

Moving away from the victim/perpetrator dichotomy, Manjoo notes, and this work

agrees, that "whether it occurs in times of conflict, post-conflict or so-called peace, the various

forms and manifestations of violence against women are simultaneously causes and

consequences of discrimination, inequality and oppression" (2). In this regard, Christine Chinkin

examined the abuse of women in war and the existing laws under international law for the

delivery of justice (676). In her opinion, she reflected on the complexities of grouping women

and men as either victims or perpetrators as having effects on gender relations. The authors

believe that the current laws under International criminal laws and international humanitarian

laws are not sufficient to address the prevailing issues. It is through criticism from feminists, that

"the most blatant gender-based crimes of sexual violence against women" were recognized

(Chinkin 699).

Notable discernment from the above works, especially Chinkin, is that sexual violence in

conflict has become part of women's reality in conflict or post-conflict settings. Women and

girls continually endure the suffering caused by displacement, SGBV, insecurity, and

insurgency. In a study by Akpan *et al*., they opined that "these conflicts characteristically

produce large numbers of victims and refugees and present the daunting threat of further

instability in sub region already plagued by poverty, disease, corruption, and poor governance"

(170). Often, the major groups of victims are women and girls (Okolie-Osemene and Okolie-Osemene 1151).

Like the rest of the world, Nigeria has had its share of conflict and ongoing crisis, culminating to the loss of lives, infrastructures, and destruction of properties, with many people losing their sources of livelihood. Among the numerous conflicts, the Boko Haram insurgency has drawn a lot of attention globally as it has exposed some of the negligence in the Nigerian security department, most especially the perpetration of abuse against women by both state and non-state actors. The practice of abusing the female gender is motivated by the "mindset to possess women and kill the vulnerable" (Okolie-Osemene 1153). In referring to the desire to possess women by Boko Haram as explained by Okolie-Osemene, Funmilayo Agbaje expands on the use of female bodies by the insurgents. According to Agbaje, Boko Haram uses women's bodies as "sexual object, object of procreation and weapon of suicide bombing" (3).

Upon release from insurgent capture, women are said to have different experiences in post-conflict settings, especially as they try to integrate back into the community. In many host communities, they are stigmatized, discriminated against, and abused daily (Center for Reproductive Rights 8). Since most women have lost their means of livelihood and are displaced with their families, especially their husbands, they are forced to endure many unfavorable circumstances, such as offering sex in exchange for foodstuff at IDP camps which illustrates how women are subjected to domestic abuse and how their perpetrators take advantage of their vulnerabilities.

Sexual Violence in Conflict Continuum

Sexual violence continuum as a term was proposed by Liz Kelly, a feminist scholar, in the late 1980s. She provides the description that the continuum of sexual violence is the normalization of the day-to-day encounter of violence by women. Kelly considered the two definitions provided by "Oxford dictionary" to mean: "a basic common character that underlies many different events, and a continuous series of elements and events that pass into one another and cannot be readily distinguished." Kelly believes that the two definitions have different implications. The first definition opens the conversation around sexual violence while the second definition help with the identification of harm in which women have suffered (48).

The concept of the continuum of sexual violence helps to accentuate the experiences they encounter and agency of women's lives at every phase of violence. What is peculiar about the harm women experience in Nigeria is that sexual violence is employed as an established practice among the fighters, a strategic mechanism, and an opportunistic venture for personal interest and promotion of the political agenda of insurgency (Wood, "Armed group and Sexual Violence" 131; Crawford, *Wartime Sexual Violence* 2; Davies and True 469; Wood, "Rape as a practice of War" 513). Before the attack by Boko Haram, women were already experiencing various forms of violence that infringed on their rights, restricted their movement, and limited their participation in the community. These problems are reinforced because of the patriarchal nature of society (Ajayi 182; Oriola, "Unwilling Cocoons" 113).

Several arguments have been made around the scholarly consideration around the continuum of conflict-related sexual violence, beginning with rape as a master plan used during war and conflict. Women were regarded as victims alone while men were known to be perpetrators of violence during conflict which led to the invisibility of harm suffered by men and

boys (Eriksson and Stern 43). This framing tends to exclude the function of women as perpetrators of violence during conflict although it produced more inquiry about the harm suffered by women which is caused by men to understand why women are targeted more with sexual violence (Norda and Cohen 196).

In Nigeria, the situation remains a challenge and several reasons may be available, such as gender differences and patriarchal dispositions of men. Oluwaniyi in examining the consideration that increases the chances of the use of women as victims and perpetrators in Northern Nigeria maintains that having full knowledge of women's dual responsibilities with Boko Haram will enhance efforts to curb terrorism (464). To bring it home, this work takes a cursory look at the reasons women are often targeted during conflicts with reference to Northern Nigeria.

The utilization of rape as a form of violent practice has been explained by Elizabeth Wood as: "a form of violence that is driven from "below" and tolerated from "above," rather than purposefully adopted as policy". In this sense, the leaders of the terrorist group who may not have commanded its members to abuse women, make little or no effort to sanction defaulters ("Rape as a Practice of War" 3). It is like the Boko Haram group who engage women in sexual activities with the motive of birthing the next generation of children who will execute its legacy and agenda (Agbaje 9). Women play a key role in the group since Boko Haram constructs "women as the bearers of its future despite its brutality toward them" (Oriola, "Unwilling Cocoons" 1). To achieve that, the group uses certain demographics to measure women's functions such as marital status, age, reproductive cycles etc. More of the discussion will be covered in the proceeding chapter.

Some other scholars have explored how wartime violence is engaged as either a policy, a tool of war, strategy, or opportunity to advance personal interests and motives (Wood, "Armed group and Sexual Violence" 131; Crawford, *Wartime Sexual Violence* 2; Davies and True 469; Wood, "Rape as a practice of War" 513). War time violence as a policy has been explained by Elizabeth Wood to be adopted by the leadership of combatant group to control the sexual needs of the terrorist which is less strategic ("Rape as a Practice of War" 521). Olson *et. al* further opines that if such policy is rooted in as a practice, it will be difficult to make away with (526). These policies may be rooted in religion, cultural or social norms especially with Boko Haram whose kidnap of women and girls is based on the cultural perception and treatment of women especially in the North (Ajayi 182). The norms are seen to serve as justifications and the continuity of violence against women and girls.

Tracing the brief background to the Nigerian context, Oriola argues that the abduction of Chibok girls was a strategic move by Boko Haram to commit conflict-related sexual violence against women. The author's argument hinges on the fact that Nigeria lacks an effective structure for protecting women and the "deployment of SGBV against women is an extension of the "repertoire of violence" ingrained in the sociopolitical and cultural milieu of Boko Haram's primary area of operation" ("Unwilling Cocoons" 99). Oriola's argument which this work aligns with support the assertion that women and girls in Nigeria, including the northern states experience a cycle of violence in peace and war irrespective of their age. The manifestation of the acts of abuse affects the individual, community, and society at large.

Peculiar M. Awa in "Family and Community Dynamics That Contribute to Female Involvement in Terrorism Activity in Nigeria", examined the "experiences of several women and girls who had varying levels of engagement in Boko Haram's camp and subsequently lived in

displaced persons camps between 2014 – 2018". The work explored the three phases (before conflict, during war and post-conflict) that women and girls encounter with the group and found that "family and community dynamics" were largely responsible for terrorist activities in Nigeria. Significantly, "early child marriage and lack of access to education" were observed to have exposed the vulnerability of the victims (44). This work, being a desktop review, engages the discussions in Awa's work to build on the rich discussion and further enhance the discourse on the dynamics of sexual violence continuum in Nigeria.

To properly understand the question around the continuum of violence, there is the need to understand the forms of women's experiences, intersection between the harm caused by sexual abuse, victims, perpetrators, and actors. Boesten Jelke, states that "the idea of a continuum of violence is useful in highlighting the persistence of violence against women across war and peace, we also need to distinguish carefully between violence in different contexts in order to unpack their distinct meaning, and through this better understand and therefore challenge these acts" (8). This means that sexual violence occurs in three phases - pre-conflict, during conflict, and post-conflict settings. In narrowing the work to the Nigerian context, more attentions will be given in Chapter 2 to examine some of the forms of harms experienced by women in Northern Nigeria in the three settings mentioned above.

On the other hand, Adeniyi's work, "Kidnapped and Made Brides, Advancing Quantum Reparation for Sexual and Gender-based Victims in Conflict Zones", focuses on post conflict reparation and access to justice delivery for sexual violence survivors. The work takes the Nigerian government to task to ensure that in discussions concerning redress of survivors of sexual violence, the engagement of victims should be implemented (72). This thesis agrees with Adeniyi that victims of war time abuse need to be involved in the discussions of reparations and

other interventions set up to ensure that rule of law is observed. However, the author holds further that victim, especially women, should also be part of all policies not only of reparation but also of resettlement, national action plans and legal frameworks that are envisaged and implemented for the amelioration of sexual violence.

In "Internally Displaced Persons and the Challenge of Survival in Abuja", Steven Adewale examined the recent trends about the predicament of Internally Displaced Persons (IDPs) in Nigeria, with special reference to Abuja. He observed a common desire by Nigerians for existing government policies to be amended or changed in terms of dealing with IDPs. Adewale argued that there was a considerable neglect of IDPs with huge security implications owing to existing policies (185). This thesis draws from Adewale's work and further expands the discourse on government policies. In this regard, while Adewale focused mostly on IDPs, this work deals with sexual violence as a continuum and the national policies adopted to deal with the challenge, especially in selected states in Northern Nigeria in a broader term.

Titilope F. Ajayi, discusses the lived experiences of being a woman during conflict and criticizes the inconsistent nature of government measures and policies proposed and implemented to deal with the problem, in her work, "Women, Internally Displaced and Boko Haram Conflict: Broadening the Debate". She further notes that due to the wrong notion that women lack agency, the need for their participation in decision making is often relegated and this further exacerbates the difficulties women face as policies lack the consideration of the realities of women's experiences. In line, she argues that there is a need to restructure the framing around the significance of "context, autonomy and agency" which are necessary steps to understanding the different encounters women have during conflict (184). Titilope's work is a body of

inspiration from which this thesis argues for policy change and remodeling, as well as for recognizing female autonomy and agency in policy development and planning.

James Okolie-Osemene and Rosemary I. Okolie-Osemene discussed the rising incidences of kidnap of women, especially by the Boko Haram sect. They opined that to stop the trend, the security architecture needs to change from the usual solely state responsibility nature to a state-traditional security providers collaboration configuration (1163). Their work centers on largely immobile security architectural framework which remains traditional and regrettably has not worked in north-east Nigeria as the insurgency and activities of Boko Haram remain persistent. This thesis suggests a more holistic approach to policy planning and implementation by proposing a kinetic architectural security policy and legal framework for eradicating sexual violence against women in Nigeria.

Focusing on the response of governments to sexual violence, Sven Botha, in, "The Women and Girls Associated with Boko Haram: How Has the Nigerian Government Responded", observed that the government's attitude to women and girls linked to Boko Haram is considered less important. He further contends that government responses have failed to take cognizance of the women's participation in terrorism. He offered some recommendations such as cooperation between policy documents, acknowledgement of women's perspective amongst others (263).

For Mia Bloom and Hilary Matfess, their work, "Women as Symbols and Swords in Boko Haram's Terror", traced the first female attack by women as agents of Boko Haram. They were particularly worried about the amount of women employed in Boko Haram's terrorist activities over a one-year period compared to other similar insurgent groups such as Tamil Tiger's in Sri Lanka where the number of women used over a decade was much lesser. Bloom

and Matfess therefore explored the wider patterns of tactical violence against women globally and emphasized the merits of an inclusive deradicalization and counterterrorism program. This thesis looks at the challenge of sexual violence against women from a broader prism and considers government responses on post radicalization (108).

In his work, "Out of the Shadows: The Women Countering Insurgency in Nigeria", Daniel E. Agbiboa, peeks into how women's efforts support counterterrorism measures and reveals how the traditional gender-based role norm is being challenged by women in conflict. The article deals with women's participation in counterinsurgency. Drawing its theoretical insight through "Laleh Khalili's gendered counterinsurgency thesis" that focuses on the idea that "gender analysis is not just a corresponding type of analysis in population-oriented counterinsurgency but a vital and integral part of it". However, the way the roles are played out in the international space could affect how effective they become in the local sphere (16).

Hence, Oriola argued that the focus generated from the international community through the #BringBackOurGirls Movement resonated locally as a contestation for local political power and "led to the alienation of key political figures who could have helped in achieving the objectives of the movement". Oriola then concluded that the local stakeholders need to use the experiences as a learning curve to recognize the challenges within Nigeria's political context and make efforts towards achieving them as goals ("Framing and Movement Outcomes" 655). This thesis recognizes Oriola's concerns and reemphasizes them. And to that extent, this thesis suggests policies that recognize local context contrary to existing policies and legal framework such as the NAP.

From the totality of the literature above, inequalities, discrimination against women, lack of access to justice, economic hardship, and poverty amongst others are the major reasons why

sexual violence against women has persisted. Looking at these, it could be argued that there is the existence of a cycle of violence that is traceable to the home, communities, and public spaces, whether in peace, conflict and post-conflict situations carried out by both private, state, and non-state actors.

RESEARCH METHODOLOGY

Just as various scholars like Copelon, Jelke, Dynai, Sideris, etc. have identified that sexual violence is an instrument of war which expands from peace time to post conflict times, United Nations Security Council Resolutions 2467 and 2493 have also shown that conflict-related sexual violence does not occur in conflict alone. It is related to other forms of violence that have a line of continuity. This research intends to approach the problem through desk research using the socio-legal methodology. Socio-legal methodology involves the study of the interconnection between society and law. Darren O' Donovan asserts that "socio-legal scholarship has challenged doctrinal legal research culture by questioning the assumed centrality of law and legal institutions to many social problems" (107). Therefore, this research seeks to analyze the problem through an interdisciplinary lens of human rights law, international security, and women/development using post-colonial feminist theory.

Key primary and secondary sources in this study include articles, laws, reports from Non-governmental Organizations (NGO) and Nigeria's two four-year NAPs for WPS in 2013 and 2017. Such analysis of NAP compliance will draw out the strengths and weaknesses of Nigeria's domestic efforts to advance women's protection against sexual violence. Particular attention will also be paid to the local engagement by agents of both NGOs, publications by scholars and Government through some of the reports published concerning sexual violence in conflict to understand the complexity of the activities conducted in the field. The information gathered from

policy documents, academic papers and reports will enable a juxtaposition to be made between the stipulations of the laws, policies, and their actual application (praxis).

Initially, this research was meant to include a fieldwork component which would involve interviews with some of the survivors, representatives of government, human rights activists working in the development space and other relevant stakeholder in northern Nigeria but was restricted due to COVID-19.

THEORETICAL FRAMEWORK

The research is an interdisciplinary work and employs a postcolonial feminist approach in analyzing the relationship between human rights infringement and sexual violence as it affects women in the locations under study. In framing the theoretical context, this thesis adopts an interdisciplinary analysis that draws on literature from law, political science, women studies, international relations, and social sciences. Mohanty speaks to the idea that "third world women are not a homogenous group" and there is the need to contextualize the multiplicity of women experience based on socio-economic, political, and cultural contexts (351).

The concept of intersectionality provides a conceptual framework for analyzing and understanding individuals, groups, their challenges and how these challenges are produced through the connectivity of a range of factors such as disadvantages, vulnerabilities, discriminations, societal structures, and patterns. As noted earlier, these individuals or groups are not homogenous, and their experiences vary. Intersectionality takes this homogeneity and varied experiences into consideration in analyzing and understanding these interconnected prejudices that women and girls confronts (Columbia Law School; Collins 30). This work underscores that sexual violence against women in Nigeria is the product of interrelated disadvantages and vulnerabilities such as social, cultural, religious, and patriarchal discriminations. It considers for

instance, that the penchant for the domination of women by men in Nigeria flows from societal

norms that edify and promote patriarchy, a disadvantage against women and girls for their

gender. To this end, this work employs intersectionality discourse as a concept in exploring the

continuum of sexual violence against women and girls in Nigeria.

Kimberlé Crenshaw in her work on intersectionality, "Mapping the Margins:

Intersectionality, Identity Politics, and Violence Against Women of Color," explored amongst

others the challenge of identity politics in relation to race and the gendered aspects of violence

against women of color. By considering the intersectional identities of women of color, as being

first women, and then of color, Crenshaw pointed out how battering and rape "of women of color

are frequently the product of intersecting patterns of racism and sexism" (1243). She argued that

contemporary feminist and antiracist discourse fall short in addressing violence against women

of color because the discourse often only addresses issues of women or their race, instead of both

as the experiences of women of color transcend the traditional boundaries of race and gender.

Her work is a passage into mirroring intersectionality and sexual violence against women in

Nigeria. Through intersectionality, this work explores how sexual violence against women in

Nigeria is a product of the convergence of various Nigerian beliefs and acts such as patriarchy,

religion, politics, and sexism amongst others. To address sexual violence in this light, the

intersectionality, and issues of cultural, religious, political and gender marginalization need to be

addressed through functional and effective legal framework and policies that understands and

engages the unique patterns and manifestations of sexual violence against women in Nigeria.

From Crenshaw's argument, it is apparent that African, and Nigerian issues in particular

are unique and may not be readily resolved by deference to simplistic or western centric

solutions, a strong point in post-colonial feminist arguments. This work turns to post-colonial

feminist argument in assessing the legal framework and polices in place to address sexual violence in Nigeria.

Postcolonial feminist theory, as the name suggests, is a combination of dual theories: "feminism" and "postcolonial theory" (Struckman 17). It is according to Sara Suleri, "the marriage of two margins" (758), meaning the merging of postcolonial discourse with feminist discussion. From the 1980s, the theory was developed through the writing of some scholars like Audre Lorde, Chandra Tapade Mohanty, Ethel Crowley, Gayatri Spivak etc. As a theory, its main concern is focused on women that were formerly under colonialism and in Europe and America. Its core thesis deals with how gender differences are construed, and how women are represented in colonial and anti-colonial discussions, and in the work of women writers" (Tyagi 45).

The theory has been criticized as being set against liberal feminism framework which concentrates on the equality between men and women, and the experiences of women in western cultures. It is believed that the framework is ethnocentric as it is focused on addressing issues arising from a particular culture and society, as against the demands of the rest of the world, a position that enhances the view in this work. Further, it is also a position that enhances the argument and believes that current western centric legal frameworks and policies like the UN agenda for combating sexual violence and its extension, NAP have failed in Nigeria and new policies need to be made in ways that address the individualism, uniqueness, homogeneity and varied experiences of women and girls in Nigeria.

Remarkably, the NAP and legal framework in Nigeria for combating sexual violence against women and girls, are sequels to the UN agenda on sexual violence as earlier highlighted and fall short as they do not take cognizance of the differences in culture, religion, and

background of women in Nigeria and hence their implementation based on western centric ideals and policy framework has been challenging. Post-colonial feminist theory calls for a more effective inward and Nigeria-centric approach to preventing and eradicating various forms of atrocities including violence against girls and women in Nigeria.

The view on a Nigeria-centric legal framework and policies are in tandem with Marysia Zalewski's view in her work "Theorizing sexual violence in global politics: Improvising with feminist theory." In the work Marysia Zalewski considered the methods in which sexual violence is constructed, by exploring feminist scholars' narratives of ways in which women's customarily debased bodies often emerge as 'easy targets' for violence (129). Zalewski unbundled a few of the difficulties around theorizing sexual politics in international spheres. She turned her attention to the prism of feminist thought to assist with the reconsideration of gender, sex and violence which is closely related to patriarchal culture and colonial constructs (129), thus drawing a similarity to Nigerian women's experience of patriarchy and religious practices and how they play an important role in how women are construed and treated differently from men who have the full freedom to exercise their rights and agency on a daily basis without any constraint. This holds true to the view against western centric legal framework and policies as in Nigeria, as only Nigeria centric mechanisms can adequately address the unique culture and gendered norms in Nigeria in relation to sexual violence against women and girls.

Relatively, in providing an overview of the connection between patriarchy and colonialism using Postcolonial Feminist theory, Gunjate Shital V. and Shivaji Mahavidyalaya Udgir's work emphasized that colonialism and patriarchy are historically entwined. Although colonialism may seem to have ended, the oppression of women in the colonized societies have continued. They hold that in many western world, western feminism is linked to "political

liberation movement" which postcolonial feminism tries to dismantle especially as there are

identified variation of the experiences of women around the globe. It needs a further

consideration on how to integrate women's experiences and the "strategies adopted for survival"

towards changing the narratives (284).

Similarly, South Africa was used as an example by Christiane Struckman to critique the

intentions of the UN for the application of the 2030 Agenda for United Nations Sustainable

Development Goals (SDGs). Struckman's work adopted a postcolonial feminist perspective in

critiquing the SDGs vis-à-vis the accomplishments that have been made towards gender equality

using four criteria "agency, power, indigenous knowledge and neoliberal economies" which was

juxtaposed with the application to South African National Development Plan (NDP). The author

affirms that if liberal feminist and neoliberal theory is used in South Africa, it limits the

achievements of the goals for gender justice. Thus, Struckman suggests a superior alternative in

the form of postcolonial feminism, to not only enhance the understanding of how "inequalities

operate and appear in gendered ways, but also how they task and demand real changes through

focus on local issues of agency and voice" (12).

This thesis aligns with Struckman's argument for localized solutions to local challenges

and critiques the NAP which was drawn from the United Nations Agenda on Sexual violence

with its western paraphernalia and ineffective strategies for tackling sexual violence against

women in Nigeria. Like Struckman, this thesis argues that the NAP, an extension of the United

Nations Agenda mirrors a western feminist perspective of Nigerian sexual violence experiences

and challenges and proposes remedies which fail to take cognizance of local situations of women

in Nigeria, especially Northern Nigeria and the Northeast. In the same token, this thesis takes a

critical analysis of the NAP through a postcolonial feminist perspective and argues that unless

there are policy and legal framework changes, the challenges of sexual violence against women will continue to persist.

It is necessary to understand that patriarchy and colonial constructs have also found ways into corporate social responsibility such that policies by corporate entities to assist in educating and combating sexual violence against women and girls in Nigeria are even more western centric. It is commonplace to find implementation of programs and policies under corporate social responsibility dictated by held beliefs and the influence of patriarchy which knowingly or unknowingly emasculate women. Kate Grosser & Meagan Tyler expanded the scope of Corporate Social Responsibility (CSR) discourse to address controversies relating to sexual harassment and sexual violence in their work, "Sexual harassment, Sexual Violence and Corporate Social Responsibility: Radical Feminist Theory and Human Rights Perspective". By extending the theoretical platform of CRS discourse through a radical feminist theory analysis, they "explain the centrality of these concerns to gender equality agenda in business and in CSR." Furthermore, they built on understandings from "radical feminist discourse and human rights scholarships to propel a business and human rights approach to sexual harassment, sexual violence and CSR" (217). This thesis moves slightly away from these approaches firstly by taking a more profound look at the policies and legal frameworks that exist to fight the scourge of sexual violence in Nigeria and secondly, by analyzing the subject through postcolonial feminist perspective rather than through radical feminist perspective.

The need for a post-colonial feminist discourse in analyzing this work is further strengthened by the overview of postcolonial feminist theory, submitted by Gunjate Shital V. and Shivaji Mahavidyalaya Udgir. In their work, "Postcolonial Feminist Theory: An overview", they observe "that postcolonial feminist criticism explores how women are portrayed in colonial and

postcolonial literature and challenges" the presuppositions about women. They note that colonialism and patriarchy are historically entwined, and although colonialism may seem to have ended, the oppression of women in the colonized societies have continued. They hold that:

> Postcolonial feminism challenges traditional white western feminism for its association with political liberation movements, especially in the Western world, and notes that the experiences of women all around the world are varied and distinct in many respects such that a rewriting of history based on the specific experience of formerly colonized societies and their various unique strategies for survival is most appropriate. (284)

This is in line with what this work seeks to canvass through a request for changes in the legal framework and policies that underpins the fight against sexual violence against women and girls in Nigeria.

Furthermore, in "Postcolonial -Feminist Theoretical Perspectives and Women's Health", Brown, *et. al* posit that when ideas from postcolonial and feminist theories are employed to synergize and complement ways in which discourses on issues are presented, the explanatory capacity of each perspective and theoretical tradition is expanded. Following this direction, they examined the importance of postcolonial-feminist theories as building blocks for understanding women's health and access to health care. They further illustrated how postcolonial-feminist discourse can be employed in analyzing women's health concerns. Like them, this thesis employs a postcolonial feminist perspective in analyzing the concerns of women in relation to national discourse on sexual violence against women and posited policies and legal frameworks for fighting sexual violence (124).

Postcolonial feminist theory informs much of the discussion as women's experiences of war and conflict in Northern Nigeria is not peculiar to a particular age, class, gender, and status just as Crenshaw emphasized through her work on intersectionality. Similarly, Nwangwu *et. al* believes that postcolonial feminism is a better lens to use in understanding "the existence of a

dangerous mix of harmful customary practices, internecine conflict and violent extremism which have combined to undermine the rights of women" (284).

The gamut of assertions by the various works in the literature reviewed reflects the encounters of women and girls in Nigeria. The theoretical frameworks provide a platform for analyzing these experiences, patterns, legal framework, and policies on sexual violence against women and girls in Nigeria. This work by mirroring these discourses calls for a more inclusive framework that can capture the experiences, involvements, and the circumstances that women have found themselves whether during conflict or post- conflict settings in Nigeria.

DEFINITION OF TERMS

    I. Sexual Violence

Sexual violence is a human rights abuse that attempts to infringe upon a person's sexuality either by force, coercion, or violence, leaving a deep-rooted consequence on the victims, family, and communities. Sexual violence is explained by WHO to mean "any sexual act, attempt to obtain a sexual act, unwanted sexual comments, or advances, or acts to traffic, or otherwise directed, against a person's sexuality using coercion, by any person regardless of their relationship to the victim, in any setting, including but not limited to the home and work" (World Health Organization, "Understanding and Addressing Violence" 2). This definition further affirms that when sexual violence is committed, it alters the state of human life as it is a great threat due to the harm caused. The abuser may be a person known or unknown to the victims.

Numerically, it has been approximated that about 35% of women globally may have encountered various forms of violence which could either be physical abuse or sexual in nature (World Bank Group). The current statistics by WHO clearly show that a significant portion of women's populations is represented. This means that women's lives, whether in times of peace

or conflict, are under serious threat. Significantly, these types of violations of women have been known to occur in both peace and armed conflict situations with lifelong repercussions (International Committee of the Red Cross).

Globally, sexual violence has long been recognized and prosecuted in various temporary criminal courts as war crimes. The International Criminal Tribunal for the former Yugoslavia (ICTY)[2] and the International Criminal Tribunal for Rwanda (ICTR)[3] were the main venues that facilitated first the understanding that "gender crimes include rape and sexual enslavement under customary law" (The International Residual Mechanism, "Crimes of Sexual Violence"). Secondly, both tribunals recognized the usefulness of the crimes of rape during war leading to their ruling that the crime need to be penalized under the rules of international laws (The International Residual Mechanism, "Sexual Violence and the Triumph of Justice"). The decision of the tribunals has further led to the emergence and expansion of various policies and laws to facilitate the agenda of women's rights at the international, regional, and local spheres.

As mentioned earlier in the beginning of the work, there is still a variation about the victims, perpetrators, and armed groups across the three different settings. In Nigeria, both Boko Haram members, state military personnel and civilians have been found to abuse women and girls in the North. The UN reports that in 2008 alone about 826 reports were received about sexual abuse, forced marriage which are linked to 88 percent of armed groups, Civilian Joint Task Force[4] and 12 percent to the state security force (United Nations, "Nigeria"). This is like the study conducted by Nordas in African Countries where state militias and armed actors are

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[2] The international criminal tribunal for the former Yugoslavia (ICTY) was established on the 25th of May 1993 by the United Nations Security council for the determination and prosecution of cases that occurred at Balkan.
[3] On the 8th of November 1994, the International Criminal Tribunal for Rwanda was set up instituted to investigate and adjudicate on cases of individuals behind the genocide attack in Rwanda.
[4] The civilian Joint Task Force is an informal security outfit formed in Nigeria to help curb insurgent attacks by Boko Haram.

attributed to be the primary abusers (2). This is not just peculiar to African conflict, but it can be inferred that the abuse of women and girls during a war is not limited to terrorist groups alone.

Furthermore, the reasons for the exploitation of women and girls as part of the sexual agenda of perpetrators, are not clear as the different set of perpetrators have diverse perspectives. Kirthi Jayakumar in examining the purpose for using sexual activities against women affirms that "rape and sexual violence in conflict is not about sex or lust, but about dominance, and about taking sexual violence in peacetime to a bigger scale" (Peace Insight). Other factors include the ability to break the existing relationship between individuals in communities, contaminate women with deadly disease such as HIV and to change family dynamics through displacement (United Nations, "Rwanda Genocide"). No matter the intention used by the abuser, it is obvious that it is not for any good but to further increase the existing problems in the society affected.

II. **Violence Against women**

Violence against women is a deep-rooted menace that affect women and girls no matter their social demographics. It refers to all forms of abuse that occur daily whether in the open, at the workplace, institution of learning or establishments of Government (World Health Organization "Violence against Women"). The distinction between violence against women and sexual violence in conflict is that the former can occur whether in conflict or outside of war times. It is linked with gender inequality as it exposes some of the pre-existing lapse between how the competence of men and women are treated (UNGA Resolution 48/104 1).

Article 1 of the Declaration on the Elimination of Violence against Women gives a better understanding of "violence against women" as an "act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in

private life" (2). Two crucial elements can be derived from the explanation: (1) violence against women is targeted at a particular sex with the motive of endangering an individual's life which affects the person's health (2) the act affects a person's human rights as it is done either through force or intimidation thereby limiting the option to make an informed decision over consent.

Several types of abuse that may be committed against women include "domestic violence, sexual assault, and harassment, early and forced marriage, sex trafficking, so called 'honor' crimes and female genital mutilation" (World Health Organization, "Violence against women"). This list is by no way exhaustive as new forms of violence continue to emerge daily and it did not cover other crimes such as technology- facilitated violence, femicide etc. In many instances, violence against women is presented as "gender-based violence" as scholars like Ertürk presents the explanation that the identification of grouping of violence against women under human rights abuses have given the allowance to consider the expansion of protection and sensitivity of the term (61).

Adopting the term "gender-based violence", the Convention on the Elimination of All Forms of Discrimination Against women (CEDAW) through recommendation nineteen article 1 has linked it as a type of discrimination that obstructs the opportunity for women to exercise their liberty in the society unlike men. This is also emphasized in Article 6 which expands the meaning of discrimination as "gender-based violence, that is, violence that is directed against a woman because she is a woman or that affects women disproportionately. It includes acts that inflict physical, mental, or sexual harm or suffering, threats of such acts, coercion, and other deprivations of liberty" (Ref World, "CEDAW General Recommendation"). Therefore, any form of violation of women which affects their general well-being can be linked to gender inequality, and discrimination which can be accelerated by the social condition in the society.

Similarly, the movement by various women's rights activists has helped to push the agenda further at the global level for the discussion to increase the inclusion of the value of women's welfare in the human rights plan whether abroad or in the domestic spaces. The 1995 Fourth World Conference on Women was one of the movements which included "gender-based violence" in its consideration for the twelve themes[5]. The Beijing Platform for action describes "violence against women as any act of gender-based violence that results in or is likely to result in women's physical, sexual, or psychological harm or suffering, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life" (United Nations, "Reports of the 4th Conference" 48). The definition of violence by the Beijing Platform for Action differs from the earlier definition above as its constructs adds to the effect violence has on women's health.

Regionally, the Protocol to the African Charter on Human and People's Rights on the Rights of Women popularly called Maputo Protocol likewise recognizes that violence against women is " all acts perpetrated against women which cause or could cause them physical, sexual, psychological, and economic harm, including the threat to take such acts; or to undertake the imposition of arbitrary restrictions on or deprivation of fundamental freedom in private or public life in peacetime and during situations of armed conflicts or war" (African Union "Protocol to the African Charter on Human Rights 4). This definition is different from harmful practices and discrimination encountered by African women in most cultural settings as Maputo Protocol distinguished them under different categories.

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[5] The conference took place in Beijing. The twelve thematic areas include "women and poverty, education and training of women, women and health, violence against women, women and armed conflict, women and the economy, women in power and decision-making, institutional mechanism for the advancement of women, human rights of women, women and media, women and the environment and the girl-child" (United Nations, "Reports of the 4th Conference" 2).

Locally, Nigeria has signed all relevant international treaties on women's rights, but no Nigerian law is designated specifically to women's rights. A close attempt was the enactment of the Violence Against Persons (Prohibition) Act (VAPPA) in 2015, which applies to both men and women. However, some provisions in the Constitution, the Child's Rights Act (CRA), Administration of Criminal Justice Act (ACJA) apply to women's and girls' welfare. In the interpretation clause of VAPPA, violence refers to "any act or attempted act which causes or may cause any person physical, sexual, psychological, verbal, emotional or economic harm, whether this occurs in private or public life, in peace time and in conflict situations" (Section 46 of the VAPPA Act).

Although the government and key stakeholders, including civil society organizations, are making efforts towards promoting women's rights and eliminating gender inequality, these human rights laws need to be implemented by bearing in mind the uniqueness of the social context to be effective (Merry 1). For example, engaging the local community and religious leaders in the dissemination of the laws in local languages to community members as many of the locals lack knowledge about the relevant polices, and human rights laws.

III. **Conflict-related Violence**

Conflict-related Violence, which is the form of violence that occurs during war, has been classified by the Rome Statute of the International Criminal Court as part of "war crimes and crimes against humanity". Article 7 categorizes "rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization or any other form of sexual violence of comparable gravity as a crime against humanity when committed as part of a widespread or systematic attack against any civilian population with knowledge of the attack" (*Rome Statue* 4).

In the past, discussions concerning rape during conflict had mostly been centered around how rape is weaponized by actors. Rape as a sexual weapon used during war has been commonplace through the history of conflict. Women have suffered brutality, terrorism, and punishment in the hands of both state, and non-state actors such as state militaries, and terrorist groups like Boko Haram sect (Inwalomhe; Mukwege Foundation). However, the testimonies of the witnesses during Akayesu's trial at the ICTR and ICTY helped to increase the popularity of rape in war and the recognition by laws (Mackinnon 944).

Nordas and Cohen affirm that the term "conflict-related violence" has no definite definition as some of the present meanings accorded to the term can be grouped into two ways: "which forms of violations should be included and what violence should be considered conflict-related. Most definitions include rape and consider sexual violence to include a wide range of violations" (194). The meaning provided by the Secretary-General on conflict-related violence gives a guide as to what constitutes conflict-related sexual violence. The definition covers the different parties involved, ways conflict-related violence can be manifested and the relationship with everyday violence. It states thus:

> conflict-related sexual violence refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage and any other form of sexual violence of comparable gravity perpetrated against women, men, girls, or boys that is directly or indirectly linked to a conflict. That link may be evident in the profile of the perpetrator, who is often affiliated with a State or non-State armed group, which includes terrorist entities, the profile of the victim, who is frequently an actual or perceived member of a political, ethnic or religious minority group or targeted on the basis of actual or perceived sexual orientation or gender identity, the climate of impunity, which is generally associated with State collapse, cross-border consequences such as displacement or trafficking, and/or violations of a ceasefire agreement. The term also encompasses trafficking in persons when committed in situations of conflict for the purpose of sexual violence or exploitation. (United Nations, "Conflict-Related Sexual Violence")

IV. **Survivor-Centered Approach**

The Survivor-centered approach implies that full consideration needs to be made when developing policies, laws and other programs focused on the rehabilitation and integration of survivors back into society. UNSCR 2467 accommodates the provision for the inclusion of "survivor-centered approach" which is not contained in the previous resolutions. The UN describes "survivor-centered approach as one which seeks to empower the survivor by prioritizing their rights, needs, and wishes" (United Nations Women, "Survivor-Centered Approach"). This approach needs to be adopted by policymakers, caregivers, and various actors to ensure that women and girls enjoy a better life both before, during and after conflict.

Ojo *et. al* summarized what the survivor-centered approach should be into four segments with each body mandated with the responsibilities to engage with whether in practice or policy. First, the Government of every country is to ensure that formalized programming is instituted which trains the investigators on sexual violence. Secondly, an enabling environment needs to be created for survivors to share their experiences in every trial, increase their chances of healing, and provide for their individual necessities. Thirdly, the interaction between stakeholders and organization should consider involving the survivors whose contributions in decision making and other rehabilitation processes will drive positive impact. Fourthly, sexual violence as a worldwide problem needs the support of activists who will use available resources to eradicate the problem (Ojo *et. al*).

Conversely, these four responsibilities as enumerated by Ojo *et. al* are very apt as the problems arising from sexual violence in the lives of victims cannot be solved by one body alone. There is need for collaboration to guarantee that the physical, mental, social, and economic necessities of the victims are provided for in a coordinated and transparent manner.

V. **Gender Inequality**

The term "gender inequality "connotes the unjust reception between men and women in the society which is based on some cultural, social, and religious practices that have prevailed over the years. It is a human rights infringement recognized by many such as the United Nations in 2015 through the adoption of goal five designated for gender inequality in its 2030 Agenda for sustainable development. The objectives for gender equality re-emphasizes the obligation to provide for women's welfare through empowerment as well as promoting of women's political representation and eliminating the barriers that limits the enjoyment of women's rights amongst others (United Nations, "Gender Equality and Women's Empowerment").

Gender inequality can be closely linked to discrimination as both have similar traits that increase the suffering of women and girls. Although the UN connects violence against women to discrimination, in this instance, gender inequality gives room for women to be mistreated, denied of opportunities in their various communities and exposed to harm. This is evident in Nigeria where daily abuse and various violent crises increase the rate of insecurity of women and girls. Idoko *et. al* in their findings disclosed that Nigerian women and girls in all three settings are deeply affected from various abuses which lead to the increase of their mortality rate and exposure to exploitation. "Their exposure to insecurity is reinforced by the patriarchal structures in the society" (5).

Furthermore, in making the connection between gender inequality and conflict, Erika Forsberg and Louise Olsson identified norms, social capacity, and gendered socioeconomic development to explain why armed conflict may be more prominent in some societies than others. This also reinforces Babalola and Abegunde explanation that Government which compose of mainly men have succeeded in disempowering women (167). Since the Nigerian

society is predominantly "male focused", boys in their early days are made to believe to be superior to girls as "Nigerian women are socialized into a culture of female subordination" (Babalola and Abegunde 168). It is obviously a product of religions, cultural practices and social norms which were not corrected at an early stage and need to be eliminated.

POSITIONALITY OF THE RESEARCHER

I was inspired to conduct this research based on three motivations. First, my experience of living in Northern Nigeria for more than two years while at the Nigerian Law School, working with the Niger State Ministry of Justice and Rule of Law Empowerment Initiative (also known as Partners West Africa Nigeria [PWAN]). As a student leader and clinician who had engaged in street law and social advocacy campaign, it was easier to connect the information on paper and the reality on ground as I had a first-hand experience of witnessing some of the struggles and discriminations that women in the North encounter as opposed to the southern part of Nigeria. As a southerner living in the North, I experienced some cultural shock such as adjusting my mode of dressing, limiting social interactions with male colleagues and friends in public.

Secondly, as a lawyer that had worked with the government, NGOs and had interacted with different key stakeholders at various levels, I came to terms with the challenges that the infringement of women's rights poses in the Nigerian society including the high rate of violence which are yet to be adequately addressed. These in no little way has prompted me to dedicate more time on women's rights issues especially after I witnessed a criminal trial that exonerated a perpetrator that committed rape against two young girls aged 12 and 14. The outcome of the case played out against the victims because the guardians had tried to negotiate with the perpetrator to pay them some money instead of reporting to the authorities immediately and because the prosecution did not have adequate evidence as proof of penetration is required in rape cases.

Thirdly, while completing a Master of Law (LLM) coursework at Tulane University, my final research paper was focused mostly on how child marriage afflicts the lives of women and girls especially as a human rights infringement. However, I found the need to explore more on an aspect of my work that examined child marriage in humanitarian settings especially with the abduction of Chibok girls for advanced PHD research. It was during the certificate program on human rights with the University of Pennsylvania Law School in 2020 that I was able to make the connection of examining the current topic. Although, the research has evolved from the original draft proposal, it is imperative to understand the compliance of the Nigerian actors with the UNSCR resolutions and the protection of women and girls especially as 2020 was the 20th anniversary of 1325.

CHAPTER 2

TRACING THE CONNTINUM OF VIOLENCE AGAINST WOMEN

This chapter is concentrated on tracing the continuity of violence against women in Northern Nigeria. Though this work focuses on conflict and post-conflict settings, the discussion is still essential to examine the violence women encounter in non-conflict times such as rape, early or forced marriage, domestic violence etc. Therefore, this chapter is divided into six different sections.

The first section provides a brief history of Boko Haram activities. The second discusses the series of abductions by Boko Haram. The third part will explore the forms of violence in pre-conflict periods. The fourth part explores the motivations behind the use of women by Boko Haram as both victims and perpetrators including the rationale of women that joined the sect voluntarily. The fifth section deals with the lived experiences of women from the Boko Haram camps at the Internal Displaced Camps while the final part briefly discusses how sexual violence affects women in northern Nigeria.

BRIEF HISTOY OF BOKO HARAM IN NORTH-EASTERN NIGERIA

Tribal and religious conflicts have become prevalent in Nigeria over the last two decades or more, including the Boko Haram insurgency in Northern Nigeria. Other prominent conflicts include Niger Delta crisis, Fulani herdsmen attacks and the Nigerian Civil war of July 6th, 1967 – January 15th, 1970. These conflicts share a common characteristic of affecting and threatening the lives of individuals including the various forms of atrocities that are committed. Women and children are mostly affected especially with Boko Haram.

Boko Haram, popularly associated with its Arabic name, *Jamā'a Ahl al-sunnah li-da'wa wa al-jihād* began its formal operations in 2002 as a terrorist group in Nigeria with its base at

northern Nigeria. The main purpose of the terrorist group is to ensure that western education is eradicated completely and to fight persons who they believe are corrupt and have taken charge of northern politics including the Federal Government. Their end goals are to ensure that Nigeria is a full-blown Islamic state ruled by Sharia Law (Walker 2). The group has transitioned through many leaderships including Yusuf Mohammed, Abubakar Shekau, Bakura Doro and Bakura Sa'alaba (Mahmood and Ani 3).

In 2009, the Federal Government announced a state of emergency because of the incident that resulted in the collision between the Government and Boko Haram Sect (Oriola, "Framing and movement outcome" 641). It was during this operation that one of the notable commanders, Mohammed Yusuf was murdered as he was held by the Government through an arrest by the police together with other 800 members of the group (Adibe). Around early 2011, Boko Haram heightened their religious and political attacks on various groups including mosques, churches, markets, villages, and other public spaces. This further leads to many being injured and killed, and families being displaced adversely (Council on Foreign Relations).

The attack on St. Theresa's Church Madalla in 2011 is a good example of the many heinous and brutal attacks by this religious militia group. On the morning of 25th December 2011 during the Christmas service, a bomb attack was released at this Catholic church in Madalla, a town which is a few kilometers away from the FCT. It was followed by four other bomb attacks in other parts of the country on the same day. About thirty persons were reported to have died (Brock). The bomb attack of the UN office in Abuja was another event that increased awareness about Boko Haram, making it a global dilemma. The bomb blast led to the death of twenty-three people (Walker 5).

Apart from churches and multinational organizations which had been perceived as the major targets of the religious sect, there had been other random attacks on the public and on public establishments. Prominent among such was the attack that took place in Kano State on the 20th of January 2012. It was documented that more than 185 people had died from the attacks that targeted police stations and government offices (Britannica).

Allegedly, the Nigerian government have made countless efforts to curtail the activities of the sect including the use of the Nigerian Military in most notorious areas in the Northeast. However, this effort seems to be fruitless as Boko Haram appears to have taken charge of most remote areas of the North-Eastern States which comprises Yobe, Adamawa, Borno, Taraba, Gombe, Bauchi with its main base located in Borno State at the Sambisa Forest (Council on Foreign Relations). North- Eastern States only consist of one segment of the North. Nigeria as a country comprises thirty-six states with four zones which are North, South, East and West. The Northern States further consist of the North-Central, North-West, and North-East. Unfortunately, States in the North-East have experienced a continuous attack, unlike other regions leading to increased numbers of IDP (Internal Displacement Monitoring Centre).

The activities of the Boko Haram group have continued to take many forms through the years since they started their attacks in Nigeria. Between 2014 and 2018, the group launched three different attacks on secondary schools located in Yobe and Borno State. The first attack occurred on the 25th of February 2014 at the Federal Government College in Buni Yadi in Yobe State, a boarding School which used the Nigeria's national curriculum for the dispensation of its educational responsibilities to the students (Thomas). The attack lasted for the duration of the night while the students were sleeping. It was reported that a total number of fifty-nine male students were killed, and the school buildings were burnt to ashes (Ripples Nigeria).

The second attack within the same year in 2014 was targeted at a group of 276 girls of Government Girls Secondary School, Chibok in Borno State. At the time of the kidnap, it was documented that the girls were Christians by religion and within the age range of sixteen to eighteen years. Initially, the secondary school was not in operation due to the high cases of insurgency but resumed as the final year students were preparing for their final exams towards enrollment into the Universities/Colleges. The kidnapped girls were taken to Sambisa Forest[6] where the Boko Haram sect camped. The kidnap further led to the campaign tagged #bringbackourgirls. Many world leaders such as Michelle Obama, Malala Yousafzai, Amy Poehler, Hilary Clinton further joined the campaign to raise a voice against the injustice and to seek for the return of the girls through Nigerian military interventions (Lyons).

On the other hand, the Nigerian government made several attempts to ensure that the girls were rescued. It started with an attempted peaceful negotiation with Boko Haram. Exclusive of the negotiating process, fifty-seven girls were able to escape in 2014 (Busari and Jones). Subsequently, on the 19th of February 2018, a third attack was orchestrated, leading to the kidnap of another set of 110 schoolgirls between the ages of eleven to nineteen at the Government Girls' Science and Technical College, Dapchi, Bursari Local Government Area, Yobe State (BBC News).

Five weeks later, around March 2018, it was reported that Boko Haram released all the girls except for Leah Sharibu[7] and five other girls who lost their lives during the commute to Boko Haram base (Maclean and Abrak). The number of girls kidnapped and the numerous attacks in 2014 illustrates the desire of Boko Haram to use young girls and boys as part of their agenda in Northern Nigeria. It is also obvious that the attacks were targeting schools to fight

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[6] Sambisa Forest is in Maiduguri and is the main site where Boko Haram operates from.
[7] Leah Sharibu declined to become a Muslim by not renouncing her Christian faith like the rest of her classmates.

against educating children, especially as they believe that the knowledge acquired in schools is based on western education. Clearly, it is also unfortunate that the schools which were supposed to be safe for children had become danger zones.

This trend of abducting school children in Northern Nigeria is seen to have continued till recent time either by the Boko Haram or by the most recent criminal groups that are called the bandits. In December 2020, a group of kidnappers abducted 344 schoolboys at a boarding School in Kankara, Katsina State. It was unclear who the culprits were, but the Nigerian government stated that the children were taken by bandits who demanded a ransom for their release. The *Economist* featured a Boko Haram exposé, revealing that their group was behind the kidnapping ("More than 300 Schoolchildren"). It is yet to be verified if the total number of 344 boys who have escaped back to safety are the same set of boys that were abducted during the raid (Akinwotu). As a result of the numerous attacks, many have relocated to the IDP, and other host communities located in the other parts of the country including Abuja, Borno, and Yobe State.

Due to the numerous attacks by Boko Harm, the rights of women and men have been greatly impacted in addition to the effect on Nigeria's social, economic, and political stability. Sexual violence is a major problem which has become prominent and affects both men and women drastically. Its incidence fully requires a critical examination of the different victims, forms of violations and actors. In a study by Katherine Franke, the author finds that it is common for criminal courts to entertain various atrocities against women to be linked to sexual violence as opposed to gendered violence (822). The author further affirms both genders are casualties of sexual violence. The emphasis on sexual violence leads to "the effect of sexualizing women in ways that fail to capture both the array of manners in which women suffer gross injustice, as well as the ways in which men suffer gendered violence as well" (Franke 823).

As this suggests, it emphasizes the need to also examine the harm suffered by men though not a subject for discussion in this work. It is imperative to acknowledge that men and boys suffer from various harm just like women. The absence of building an awareness around sexual violence against men leads to the production of a different description aimed at highlighting more of women and girl's experiences. In this regard, in focusing mainly on girls and women in this thesis, it is noted that the result of the hideous activities of Boko Haram have been largely characterized by the perpetuation of sexual violence like rape, intimate partner violence, early child marriage, sexual slavery, human trafficking by Boko Haram fighters against the abducted girls and women.

To elaborate further, sexual violence can be examined using three different contexts, thus: violence against women, conflict related sexual violence, and sexual violence in post-conflict settings. In all three contexts, the impact of violence affects women's lives which has a long-lasting effect on their general well-being. In the first context, violence against women (i.e., the occurrence of violence during regular times) refers to the daily occurrence of violence committed which could be in public or private areas against the female gender. Conflict-related violence involves an act of violence with a high chance of occurring outside of war, though unfavorable circumstances make the situations worse, the perpetrators include both the State military and non-state actors (Atuhaire *et. al* 2).

Likewise, the WHO has affirmed the earlier findings by Atuhaire *et. al* but further recognized that other emerging types of violence may arise due to the influence of war, re-integration back into the society (World Health Organization, "Gender-Based Violence"). Much of this will be discussed in this chapter but it is valuable to point out that motivation to use sexual violence in post-conflict settings to punish women is different from the other two settings. In addition to

sexual violence, women have other pressing issues related to survival and source of livelihood to deal with which the perpetrators in most cases take advantage of. Therefore, the environment determines the type of abuse that is committed and how it is distinguished (Sideris 41).

PRE-CONFLICT-PHASE

The pre-conflict phase of violence against women is seen as the situations of violence that transpire in the daily lives of women outside of conflict, natural disasters, or post-conflict settings. Some of these forms of violence as highlighted in chapter 1 include: sexual harassment, early or forced child marriage, domestic violence, rape, child marriage, intimate partner violence, human trafficking etc. The discussion here is limited to focus only on two types of abuses: rape and early or forced child marriage. In addition, lack of access to education will be discussed as a barrier that exposes women to more harm as identified by the study conducted by Peculiar Awa.

The intention here is to establish the connection of harm that exists between the occurrence of abuse in the three phases and how it affects women's well-being even in post conflict settings. For instance, the high level of illiteracy among women in the North can be attributed to low or lack of access to education. This in turn affects women's general contributions to the home, community, and society.

Early or Forced Child Marriage

Early child or forced marriage is a global practice that is common among young girls and women which may occur whether during regular times, war, or post-conflict settings. The age bracket varies depending on the country under review, but United Nations International Children's Emergency Fund (UNICEF) examines the practice "as any formal marriage or informal union between a child under the age of eighteen and an adult or another child" (United

Nations International Children's Emergency Fund, "Child Marriage"). In Nigeria, it is highly widespread in the North compared to other parts of Nigeria as most girls are forced to tie the knot with men old enough to be their fathers or "three times her age" (Morka-Christian 60).

In Africa especially around the West and Central African region, Nigeria is classified at the top of the list with a growing number of approximately "twenty-two million child brides". This number may not give a full picture of child brides in Nigeria as it only reflects about "40 percent" of the girls sent out at an early age in the region to their husband's home (UNICEF, "Child Marriage in West and Central Africa" 2). However, the numbers help to establish the nature of its continuous practice and the social acceptance in various communities.

Several factors can be associated with persistent practice depending on the location but Plan International enumerates lack of identity at birth, gender inequality, lack of awareness of individual rights under the law, poverty, family insecurities in times of emergencies and low enforcement of laws protecting girls as the major factors leading to marriage (Plan International). In Nigeria, these factors are applicable as women are treated in an unfair manner unlike the men. The ingrained mentality of women belonging to the kitchen has further pushed the patriarchy norms towards sending women to their husband's home at an early age even when there is a lack of affection and communication between the parties.

Legally, the execution of child marriage is prohibited under the various laws in Nigeria including the Nigerian Constitution, Child Rights Act and Marriage Act. Even with the enactments of laws prohibiting forced marriage, Nigeria is still battling with the practice due to lack of implementation of laws in various States, social and cultural perceptions of the populace, especially in Northern Nigeria. The definition of a child under the law is another problem which has hindered the progress of curbing the practice. The Nigerian Constitution in Section 29

(4)(a)(b) considers all individuals who are eighteen years or more as an adult but makes exception for married women who are of "full age" once married (*1999 Nigerian Constitution*).

The definition seems to aid the continuous practice of forced marriage with young girls, especially in the North. Unfortunately, Northern Nigeria is known for this notorious practice including policy and law makers like Senator Ahmed Rufai Sani Yerima[8] who are guilty of the act. Senator Yerima was reported to have married a child aged thirteen from Egypt. During the Senate deliberation for the amendment of the provisions of Section 29 (4), he was the major protagonist that resisted the attempt to amend the provision of the law by the Senate (Aljazeera News).

It is not a surprise that Senator Yerima's argument hinges on the constitutional provisions of "Item 61 of the Second Schedule of the 1999 Constitution" which limited the matters to be deliberated on by the legislature relating to Islamic and Customary marriage (Oso). This section of the law states thus: "the formation, annulment and dissolution of marriages other than marriages under Islamic law and Customary law including matrimonial causes relating thereto" (*1999 Nigerian Constitution*). Most offenders have found a way to escape punishment by using the technicalities and loopholes in the law as one of their escape routes. Following that the second Schedule defines the capabilities of the legislators to be limited to statutory marriage, it is difficult to resolve the drawbacks associated with child marriage in the North which is usually conducted under Islamic law. Until the provisions of the law is amended, the possibilities of other men in the North using the same excuse as Senator Yerima is high.

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[8] Senator Yerima was the former governor for Zamfara State and represented Zamfara at the Senate.

Aside from the constitution, the Child Rights Act (CRA) has a different perception about who a child is for the intent of instituting the union of two or more parties in a marriage. The Act regards a child in Section 277 to be "a person under the age of eighteen years" (Child Rights Act). The definition by the CRA obviously captured all children whether male or female and is similar with the definition by African Charter on the Rights and Welfare of the Child (ACRWC). The distinction between the two only lies to the fact that ACRWC's definition refers to "every human being below the age of 18 years" (African Union, "African Charter on Human and People's Rights"). The definition of the Child by CRA which is much better than the Constitutional provision of "full age" cannot be applied. This is because the Constitution affirms that "if any other law is inconsistent with the provisions of this Constitution, this Constitution shall prevail, and that other law shall, to the extent of the inconsistency, be void" (Section 1(3) of the *1999 Constitution*).

On the contrary, the Convention on the Rights of the Child (CRC) differs from the two definitions above as it leaves a big loophole by describing a child as "every human being below the age of eighteen years unless under the law applicable to the child, majority is attained earlier" (UNICEF, "Convention on the Rights of the Child"). The position of the United Nations can also be attributed to giving room for continuous practice since the Convention leaves the final decision at the discretion of the individual nations. Although the recognized age for adulthood starts from 18 years, there is still a need to allow every human being to enjoy the independence to grow and mature up to at least twenty-one years before the consideration for marriage can be made. This is essential as it will benefit both the individuals, families, and society at large. Further, it will lead to a peaceful and just society with less dysfunctional adults with childhood traumas.

Consent before Marriage is another bone of contention that discriminates against women

and aids the practice in Nigeria even for Statutory marriages. The provision of the law regarding

the consent of the child under the Marriage Act is discriminatory and disempowered the agency

of women to make necessary contributions on salient topics that scrutinize their child's welfare.

The practice of silencing women's viewpoint can be attributed to the societal and cultural value

accorded to women even during colonial era. Section 18 of the Marriage Act enumerates the

criteria for the intention to seek consent to wed a minor as:

> If either party to an intended marriage, not being a widower or widow, is under
> twenty-one years of age, the written consent of the father, or if he be dead or of
> unsound mind or absent from Nigeria, of the mother, or if both be dead or of
> unsound mind or absent from Nigeria, of the guardian of such party, must be
> produced annexed to such affidavit as aforesaid before a license can be granted
> or a certificate issued (Marriage Act).

Nigeria as a pluralistic country has different requirements for marriage especially

under customary and Islamic marriage. When considered under the principles of Islamic

law, the consent of the child is hardly ever obtained when a marriage is conducted as it is

believed that women and girls lack the "autonomy and consent" (Morka-Christian 67).

The father or guardian does the negotiations with the child's new suitor in many

circumstances leading to a lack of connection between parties after the marriage rites are

performed. Morka-Christian's explanation further captures the reaction of girls who

accept the offer based on intimidation, persuasion by their families and the "fear of the

repercussions of not answering in the affirmative" (67).

The contractual relationship between two or more parties in the case of either monogamy

or polygamous marriage is sacred and should be with commitment and "full consent of the

parties." The use of threats, intimidation, unnecessary pressure especially the popular opinion in

many Nigerian homes that a girl is old enough to be in her husband's house and persuasion by

most families in the North clearly exhibit the treatment given to women compared to men. Several reasons support the practice in Northern Nigeria including the girl's ability to menstruate (Braimah 475), financial benefits from the suitors, acceptance as the will of Allah (Erulkar and Bello 6), the mentality that the value associated to a girl's bride price reduces as she gets older (Nnadi 36), distress of rape and sexual violence, unwanted pregnancies out of wedlock, family embarrassment (Bunting, "Stages of Development" 28), homelessness, and starvation (U. Okafor).

Most families rarely make consideration for the adverse effects the atrocities against women such as forced and early marriage may cause leading to illiteracy, poverty, reproductive health challenges, mental and emotional well-being. The community and religious leaders are also not left out as they have a serious contribution to make considering the respect they have gained from the people over the years. In this respect, the message needs to be similar among both the Christian and Islamic groups in creating awareness and rebuking bad behaviors. The conversation about limiting cultural practices that affects the right of women and girls need to be preached among peer groups, during community and religious groups meetings. Even in situations that permit, serious sanctions need to be imposed that will enforce deterrence apart from waiting on the enforcement of remedies under the law.

As conflict became imminent in Northern Nigeria and the attacks by Boko Haram intensified, the tendency to marry off young girls became higher as most fathers believed that their daughters would be safer in their husbands' home. The numerous attacks of girls at the Secondary Schools at Chibok (Oke and Labeodan 101) and Dapchi stopped many parents from registering their girls in schools and the countless threats of attacks in many villages caused the discontinuation of many of the girl's education (Crisis Group). In an interview conducted by Awa

with sixteen of the rescued abducted girls, one of them described her experience associated with her father's willingness to hand her over for marriage at the age of fourteen. Her father's donation is considered "as a gift free of any monetary gain" (48).

While in marriage, most girls and women in Northern Nigeria are exposed to the custom of purdah which to a great extent limits their rights as individuals including the freedom of association and movement in most cases. Purdah is common among many Islamic groups and involves protecting a woman from the view of others in public by wearing clothes that avoids exposing any part of women's bodies (Borokini *et. al* 211). Once a woman or girl is observing purdah, their social interaction with the public is limited.

Although this practice may seem to be onerous to women's rights, there has been an argument by many feminists who oppose this interpretation including Serene J. Khader who makes a case against considering all cultural or traditional practices to be brutal and harmful to women's rights and well-being in the society. The author argues that "feminism and traditionalism, even the sort of traditionalism that takes some dictates to be beyond question, are not necessarily at odds with one another" (*Decolonizing Universalism* 2).

Furthermore, the argument has been discussed in many court cases about how it affects women's rights by opposing tradition/religion to modernity in the way of condemning tradition including the Quebec Values Debate of 2013. The debate was based on the contentious of "the right to manifest one's religion, the rights of (particularly Muslim) women, and the rights of the collectivity as opposed to the minority" (Howard-Hassmann 1). Hence, Khader suggests a closer examination of traditional practices to understand if it is "oppressive – not whether it belongs to a worldview that places a high value on traditional adherence" (Do Muslim Women

Need Freedoom? 727). Additionally, postcolonial feminist like Saba Abbas has called for the need to listen to the voice of women (1403).

Lack of Access to Education

In Nigeria, every child is guaranteed and entitled to the "right to free, compulsory and universal basic education" with the responsibility vested in the Government, and guardians including parents (Section 15 of the Child Right Act). The Act places dual responsibility on the government and parents/guardian to ensure that children are trained. The government contributes its efforts by delivering the education through creating the enabling environment and ensuring the educational based service providers including teachers are compensated. On the parts of the parents and guardian, they are mandated to facilitate the completion of the children's "primary school education and junior secondary education" (Section 15 (3) of the Child Right Act).

In practice, access to education seems to have become a luxury in Northern Nigeria. Compared to the boys, girls in the North are far behind with their education as they are "trained primarily for domesticity" (Mianda, "Colonialism, Education and Gender Relations" 144) especially as their parents get them ready for their husband's house. In drawing out the difference between the education of girls in Nigeria, Matfess remarks that the affluence of a family and the locality of a girl child determines their opportunity to acquire education (Matfess 46). This is in support of the data that estimates that over 10.5 million younger children within the age bracket five to fourteen lacked formal training within the Northeast and Northwest regions accounting for "47.7 percent and 47.3 percent" respectively of girls attending Schools (UNICEF, "Education"). Apart from child marriage, the factors attributed to non-attendance of girls in school are poverty, practice of Islamic education, political and social barriers. By this, the

act of preventing girls from accessing education is seen as a form of violence that affects their right to education.

Since the attack by Boko Haram, Schools have become a perilous haven for children since most of the kidnappings have occurred in various Schools in the North. The ideology against western education by the group is believed to have necessitated various attacks (Onuoha 2). It is also reflected through the testimony of a girl who had contact with the Boko Haram insurgents between 2014 – 2018. The young girl narrates that a member of Boko haram met her on the route that leads to her School. The member of the sect maintained that she changes her itineracy back home as it is a sin to take part in educational activities (Awa 49).

Education of women is just as important as politics, religion, finance, agriculture, or other sectors that the Government seems gives more focus to in every society. The number of educated people can be used to determine how economic viable a nation will be but having educated women who make meaningful impact to the development of a country will be of great advantage just as the popular African adage by Dr. James Emmanuel Kwegyir-Aggre states: "If you educate a man, you educate an individual, but if you educate a woman, you educate a family (nation)". This does not in any way intend to undermine the education of men but underlines the fact that women and young girls need to be given a chance to be educated considering the illiteracy level of women in Northern Nigeria.

Rape

Rape is a practice entrenched in gender inequality, discrimination, and gender relations in Nigerian society. Rape is serious harm to a woman's body which violates their rights which may occurs either at the workplace, home, and many public areas. The practice of rape is highly

underreported because of the stigma attached to the crime, and the possible threat issued by the abuser and humiliation faced by victims. In most cases, the perpetrators of the crimes are mostly men who are not strangers to the victims. In situations where it occurs with a known perpetrator, it is less likely to be communicated as juxtaposed to rape by a stranger as settlement may be negotiated with the victims. High risk of unwanted pregnancy, lack of access to unsafe abortions (abortion is restricted by the law) and several health consequences are some of the resultant effect women get to deal with after the abuse.

The existing laws have also not made it easier for victims. The current set of available laws makes it easier for rape to be committed especially as the proof of rape require corroboration and penetration based on the provisions of the Nigerian Criminal and Penal Code. On the other hand, the Evidence Act for instance requires that a man prosecuted of rape may show that a woman is "of a general immoral character" (Section 211 of the Evidence Act). Providing evidence to show that a woman is "of a general immoral character" has nothing to do with the crime of rape which is an abuse to the women's body and affects her adversely. More of the details on the legal provision on rape and the legal obligation of Nigeria will be discussed in Chapter 3.

CONFLICT PHASE

During the conflict phase, women's experiences are often different as they take on new roles in addition to being victims of abductions. Women's antecedent representation in conflict as victims of war alone have shadowed the agency of women and girls as perpetrators or peace builders. It neglects their contributions to peace building and the full understanding of the complex experiences in war and post-conflict reconstruction. Bloom and Matfess in their work, "Women as Symbols and Swords in Boko Haram's Terror" investigates the multiple roles of

women with Boko Haram. The authors capture the new responsibilities of women as performing the roles of symbol of terror used to carry along the ideology of Boko Haram and swords who are used to penetrate the attacks (106).

The utilization of women by Boko Haram reinstates the position and value of women as not only mothers, sisters, and friends; but, as perpetrators and accomplices of acts of terrorism. In other words, the dual roles performed by women, can be argued to be the rationale for sustaining the agenda of the fighters since the international recognition of #bringbackourgirls campaign. With the attention given to #bringbackourgirls, the sect has used it to their advantage by making numerous demands in the form of payment for the release of some girls who will be swapped with some detained members of the sect (The Guardian).

Women on their parts are often compelled to take up new roles with more responsibilities such as serving as the wives of insurgents, female suicide bombers, domestic workers, sex slave and intelligent gathering agents. Using the category of symbols and swords as adopted by Bloom and Matfess, the active role of women in Boko Haram will be explored. This will include the violence that women face (such as rape, child marriage, domestic abuse etc.), ways women are acquired by Boko Haram and the motivating factors that influence women's choices to join the sect.

Symbols and Swords: Victims, Perpetrators and Active Agents

1. **Women as Victims: the use of Abducted women and girls**

Abducted women and girls are subjected to various sexual abuses as victims. Boko Haram have adopted SGBV as the crucial tool to victimize women and girls and is fundamental to Boko Haram's strategy to satisfy the sexual desires of their members. Sexual abuses such as

rape provides the medium for the sect members to produce children who will accomplish the agenda of the group in the future (Premium Times Nigeria). The practice of using women's bodies for reproduction by Boko Haram has been recounted by many authors (Oriola, "Unwilling Cocoon"109, Bloom and Matfess 105) but Agbaje describes it as a means of objectifying female captives and reducing them to baby-making factories regardless of their religious orientation (9).

The description by Agbaje further confirms Oriola's three categorizations of women based on their reproductive age. The author recounts that to fulfil its reproduction objectives, Boko Haram categorizes women and girls under three groups: (1) young minors below the age bracket of fourteen, (2) women and girls with childbearing potential within the age of fourteen to forty-five years and (3) elderly women from forty-five years and above. Among the three categories, the first and third group are mostly reserved for suicide bombing and for other alternative uses in their mission while the second group within the fertile age are for sexual engagement including childbearing (Oriola, "Unwilling Cocoon" 109). The constant use of female bodies and the strategic use of women for other purposes clearly illustrate the planned agenda of the group to satisfy both their personal and collective goals. The Nigerian situation of gender inequality, discrimination and human rights violations has enabled the ceaseless abuse of the rights of women.

Rape is the most dominant and common violent activity at the camp as most of the girls are forced either through torture or punishment to have sex which in most cases lead to the formal handover of the women to members of the group as their wives. In an interview conducted by Human rights Watch, women and girls were threatened with weapons such as knives and gun before they were abused (Human Rights Watch, "Those terrible weeks in their camp"). In a more recent interview conducted in 2018 by Agbaje, one of the respondents narrates

how she was punished through suicide missions because she declined the proposal for marriage

after she was raped. She states:

> Sometimes, three men would sleep with me at night continuously … when I was
> asked to marry a member of Boko Haram, I declined. They tied a bomb on my
> waist and sent me out, but I escaped only to discover that I am already pregnant
> … people in the camp look at me suspiciously that I think of killing myself. (9)

The constant utilization of rape as a "weapon of war" is not common in Nigerian conflict

but have been recorded in other countries with similar characteristics such as Sierra Leone,

Rwanda, Libera etc. Using the Nigerian situation to explain the relationship between women's

bodies and rape, Attah points out that Boko Haram adopts rape as a tactic of conflict to infringe

the rights of women and intimidate the citizens of Nigeria. The menace caused by the abduction

of girls has pushed the awareness by the Government to act by producing the Terrorism

Prevention Act 2011 through the legislature as a way of curbing the activities of the group during

war (385).

Even with the enactment of the Act and its attendant amendment, many cases of violation

of the rights of women persist including the practice of limiting the abducted women's rights to

movement before they are violated through rape. The New York Times records that some of the

abducted girls are being locked away at the mercy of the terrorist who forcibly have sex with

them with the intention of getting them pregnant (Nossiter). As a result of rape, many of the

women always return either pregnant or with a child(ren) born out of conflict or experiencing

some health challenges which affects their reproductive system and may lead to death since the

IDPs are not fully equipped with health facilities. It is also hard to ascertain the full extent of

harm suffered by women and girls when raped due to the practice of silence, cultural limitations

and discrimination experienced by the victims especially as they are still associated to be with Boko Haram.

Aside from rape, forced marriage is common among the Boko Haram sect with abducted women and girls. Although the popular age range as discussed in the earlier part of the work is between under aged girls of eighteen years and below, Boko Haram have handed over a young girl of five years old to its member for marriage (Human Rights Watch, "Those Terrible Weeks in their Camp). The behaviors of the members of the group exhibit the same character of men especially in Northern Nigeria who believe that the traditional role of women is for domestic purposes such as caregiving and mothering. The only difference here is that women function in dual roles to foster the activities of the group. Unlike the situation of girls in pre-conflict phase who may affirm to the union based on intimation, undue influence, or family pressures, most of the girls who resented to being married are either killed, punished, or indoctrinated into Islamic religion.

One of the victims, who at the time was fifteen, narrates her ordeal with one of the sect commanders who reminded them that they were old enough for marriage when she complained. The commander also used the example of his five years old daughter who was already married but is waiting to be matured for sexual activities with the husband (Human Rights Watch, "Those Terrible Weeks in their Camp). The marriage between the five-year-old with a member of Boko Haram illustrates that the issues of "autonomy and consent" as identified by Morka-Christain is lacking and constitute a form of sexual slavery against children which further affect their general well-being and development. The implication of the practice leads to a dysfunctional society where children are prematurely turned into mothers who are expected to groom their children with little or no knowledge about motherhood.

2. Women as Perpetrators: the use of abducted women and girls

The role of women as perpetrators with the Boko Haram Sect can be categorized under actions that are coerced or through personal will. Since women's role with Boko Haram as perpetrators is multifaceted, Warner and Matfess affirms that it is hard to categorize which participation is deliberate or not (30). The oversight of the Nigerian Government in protecting its citizens and other flaws in the system have been the main influence of Boko Haram to use women in its activities. For women living in violent circumstances in the Boko Haram camp, the option to victimize another abductee becomes pertinent not as a choice but in other to avoid punishment or death. For some other women, it is a way to enjoy some sort of freedom with many economic benefits. The members of the sect have found ways to persuade the women with the assurance of riches, good lives, and enjoyment in paradise after their anguish (Olawaniyi 458).

Suicide bombing mission is one of the ways women and girls are used especially as they are sent back to attack the Nigerian populace. Between 2011-2014, Boko Haram began to use women with the first attack recorded on June 8, 2014, at a Military base in Gombe. According to the story, an older woman blew up the bomb which ended up killing her and a policeman when the Military requested for a search at one of its border stops (Chothia). Other successful missions have been recorded to have occurred in other parts of Nigeria like Kano, Maiduguri, and Lagos.

Furthermore, UNICEF documents that the number of children employed by Boko Haram between January 2014 and February 2016 to be seventeen in number as compared to Cameroon which has the total number of twenty-one children. The report suggests that the percent of women and children who are used for bombing mission in four countries (Nigeria, Niger, Tchad, and Cameroon) to be 18% and 19% respectively in addition to 18% which is unknown and 45%

of men. The data gathered through their study further illustrates the number of girls and women indoctrinated into the practice is increasing as the study equates the number of boys to girls to be 25% and 75% respectively (UNICEF, "Beyond Chibok" 2).

The continuous use of young girls by Boko Haram for carrying out suicide missions reflects the heartless behavior of the group and illustrate the intention of the group to commit more crimes as the Nigerian system lacks the needed accountability measures for access to justice. The mode of operation of the group necessitates asking the question about how Boko Haram has been able to effectively involve women into their suicide bombing mission? Onuoha and Temilola provide insights on the five methods used to engage girls for bombing missions: (i) indoctrinated females who are made to fight the 'infidels' that killed their family members (ii) women and girls abducted specifically for the mission considering their experience with "female scouts" (iii) kidnapped girls from Chibok (iv) children left behind by their deceased parents rescued during their search in some communities and (v) children gotten through payment from modern-day slavery without the disclosure of their intent (6)

In all five methods listed above, women and girls are most likely coerced into carrying out the attacks with an option to choose between harassment, marrying the group fighters or being deployed as bombers. As a suicide bomber, they are assured with the promise of salvation or reunification with their families. Choosing to become suicide bombers, many of the girls have found ways of navigating the Boko Haram system for survival. In the Interview conducted by New York Times, Mohammed was one of the rescued girls who used her hijab to deposit the bomb in a hidden big hold drilled on the ground together with five other ladies. She recounts that her strategies of faking to be sick to avoid being married and the pretense to have mental illness to avoid being trained on how to carry weapons (Searcey and Boushnak).

The tactical use of female suicide bombers reflects the insurgency strategic intention to use women to continuously perpetrate attacks. The employment of women as killing machinery or suicide bombers has become prominent even when compared with other conflicts (Markovic 2; Searcey and Boushnak). Matfess and Bloom compared Boko Haram with Tamil Tigers that used forty-six female suicide bombers over the duration of one decade. They concluded that Boko Haram have used higher number of women exceeding ninety or more within a space of more than one year (105). The comparison of Boko Haram and Tamil Tigers' active operation involving women exemplifies how the terrorist group have adopted the practices of the other popular insurgent groups in the world.

The criteria used in choosing women as targets for suicide missions is based on their knowledge of their locality especially as it is hard to suspect them (Pearson 36), the reaction to be received in case of their death (Osaona 12), as a strategy to push men to get affiliated with the group (Pearson 36) and the uniqueness of being a woman is said to enjoy more benefits (Dalton and Asal 805). It is more worrisome that the attacks are prominent and spreading to other parts of Nigeria especially in the South where kidnapping has become the recent order of operation. Markets, schools, military barracks, filing stations and gas plants have been recorded as the popular sites for the attacks (Onuoha & Temilola 5).

Ways Women are Acquired by Boko Haram

Understanding the full roles of women as perpetrators requires an examination of the ways women either joined the sect or were acquired by Boko Haram. In drawing out the different approaches used by Boko Haram to adopt girls, reference will be made to the four-distinctions referred to by Matfess in her work titled *Women and Boko Haram* about how one of the former leaders of Boko Haram (Yusuf) married his wives. In addition, kidnapping will also be included

as this is the most strategic method that have been employed by Boko Haram especially in the early days when they attacked villages and abducted women before the popular Chibok and Dapchi girl's abductions.

1. **Kidnapping**

Kidnapping during insurgency as was explored in this chapter through the abduction of girls from Chibok and Dapchi have been the major source used by Boko Haram to abduct women/girls. Before the prominent attack of the Chibok and Dapchi girls, it has been reported that the group in 2013 raided various communities and abducted both girls, boys, men, and women due to the instruction issued for a state of emergence by the Nigerian Government in the three States - Borno, Yobe and Adamawa (Bloom and Matfess 109). With the various occurrence of kidnapping, Boko Haram has used it as an avenue to seek revenge and make demands to the Government. In a video released by Abubakar Shekau, it was noted that Boko Haram was requesting for the release of its members, women, and children to be swapped for the abducted girls. Shekau further threatened that he will use the detainee girls as his "servants" if the Government does not listen to their request (Cruickshank and Lister).

2. **Previous relationship with Spouse**

As a result of marriage, many women have found themselves to be involved with the members of the Boko Haram terrorist group. Haija Bintu, Yusuf's first wife had earlier married him before his mischievous activities led to his position as a militant. As he became a radical, he took her into the terrorist group since they were bound by marriage (65). Aside from Haija Bintu, a lot of women are bound by the principles of marriage and are forced to join their spouse who have acquired the membership of the group. This has also been re-emphasized by Kemi

Okenyodo who affirmed that the dependence of women on their men has forced many women to join Boko Haram (101). Upon the death of any of their husbands, Boko Haram sect hands over the women to other members as wives (Usman *et. al* 197). The continuous transfer of widows of deceased members of the group clearly shows that the group lacks human sympathy and is focused on actualizing the goals of the Sect.

3. Influence of Friends and Islamic Education Mentorship

As an ambitious group, Boko Haram members including Yusuf took advantage of existing problem and treatment of women such as lack of female autonomy, marginalization of women, Islamic education in their approach in gaining the citizens' trust, support, and consent. At the beginning, Yusuf was an Islamic education tutor who gathered women to teach them about Islamic law. The influence of the training caused many of their sponsors to develop their homes into schools in support of Yusuf's mission to educate women on Islamic education including Baba Alahju Fugu. Yusuf preached on the importance of taking care of women whether they were married or not (Matfess 56).

Baba Alhaji Fugu hired Yusuf as the daughter's teacher before he made his intentions known to marry Fatima (his second wife) based on the conviction of the father-in law's friends that he is a principled provider even though his father-in law resisted the partnership at first (Matfess 65; Bloom and Matfess 106). In her discussion with Matfess during their interview, she confirmed that the treatment she received was much better with regards to her new position as the "wife of a Boko Haram member". She said, "there were more gifts, better food and a lot of sex that I always enjoyed" (Matfess 61).

4. **Family Referral**

Family referral was the third way that Yusuf used to marry his third wife (Haija Gana). A member of Haija Gana's family introduced her to Yusuf during his visit to their village to preach. Just like Haija Gana, some other women have also reported that this was a means that their families used to give them to insurgents and to increase the prestige in insurgency (Matfess 65). This is also reechoed through the research conducted by Awa where the father of fourteen-year-old girl and her mother were offered as a free chattel and "as a gift free of any monetary gain" (48). The action of the man here shows his solidarity for the group and the intent to push for its continuous practice even when they may not be reaping any known benefits expect for social acceptance as good followers of Islamic practices which is detrimental to the society because of the harm caused by the group.

5. **Voluntary Submission**

Finally, the fourth wife of Yusuf sought after him based on her personal desires. She was the widow of a sought-after government worker (Matfess 65). Her case reflects and represents the group of women who joined the sect voluntarily either for protection, elevation of their social status (Botha 266) or to victimize other women abducted. Some women believe that their lives are much better with Boko Haram based on the promises made to them, as compared to their lives as Nigerian citizens (Matfess 6). This is also another medium through which women can play the roles of good religious followers, in support of their husband and to become homemakers within the Boko Haram camps (Usman et al. 197). Most of the women may take advantage of the situation by promoting their personal interest (Ahmed-Ghosh 77). With the insurgency like in Nigeria, religious practice is used as an excuse to penetrate the abuse of women. Aside from being brainwashed and forced to perform certain duties, the intersection of

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the study of religion practices, cultural norms, and patriarchy with its connection with Boko

Haram is very critical towards counterinsurgency.

3. Women as Active Agents, Domestic Slaves, and other uses

Women are used as active agents for recruitment, intelligence gathering to either mislead

security officers, get more information for the insurgents (Kola) or to preform domestic chores

such as cooking, cleaning, or slaves for wives of Boko Haram fighters. Interview with one of the

abducted women revealed that she was held for day and forced to wash clothes of insurgents who

were killed (Amnesty International "Nigerian: Abducted women and girls"). Another finding

revealed that:

> Women have been used to build a strong insurgents' intelligence network of
> gathering information that may benefit the sect. As a matter of fact, some of the
> study's participants stated that the Boko Haram group usually surrounds its camps
> with innocent females as a form of security and shield anytime they have an
> indication that their camp might be attacked or invaded by the military. (Agbaje
> 9)

Some of the abducted girls were also handed over to the wives of fighters as servants. In

the documentary of the stories of survivors of Boko Haram by Wolfgang Bauer, Sadiya

(pseudonym) narrates how two of the kidnapped Chibok girls serves as slaves for Shekau's wife.

The girls cooked and washed her things. While Talatu (pseudonym) recounters how Boko Haram

used Chibok girls to deliver and teach other abductees about Islam. She narrates thus:

> Around two in the afternoon they would come, always two of them, the Boko
> Haram fighters guarding them. These girls gave us lessons in Islam. The camp's
> mosque was just open ground. Pebbles has been poured on the ground to make a
> rectangle, which was meant to be the prayer room. The Chibok girls were very
> strict. They whipped us on the back with plastic cables if we were not able to read
> the Koran in Arabic. We were also kidnapped, they told us. But you have to get
> over it. You are carrying out the work of God here. (42)

POST CONFLICT PHASE

In post-conflict phase, most women find themselves either living in host communities or at the Internal displaced person (IDP) camps. The category of women in most IDPs have been captured under three groups: (1) women who were previously living in host communities affected by insurgency but taken over by the Nigerian security personnel, (2) women who were victims of the insurgency and were forced to join the sect, and (3) women who joined Boko Haram voluntarily (majorly the perpetrators) and were rescued by the Military during its rescue mission (Agbonifo 12). In all three groups, there is a full representation of women of all age groups; single mothers, former wives of Boko Haram, women of lower class, women with limited education, and women who have become the head of their household. The second and third groups of women are believed to have more affiliation to Boko Haram, so they are popularly called "Boko Haram wives", "bride", "Boko Haram blood", "Annoba" and "Sambisa women" (International Alert 15; Agbonifo 25).

As of 31st December 2021, Independent Data Monitoring Committee (IDMC) released a report that estimated a total number of 3,228,000 people were affected by the current disaster, conflict, and abuse in five areas in the Northeast as a result of insurgency, intercommunal violence in the central region, and criminal and intercommunal violence in the Northwest and North Central (Internal Displacement Monitoring Centre, "Figures Analysis 2021"). Though, the report did not give a full breakdown on the composition based on age and sex, International Organization for Migration (IOM) records that by interviewing a sample of 117,529 persons in the six Northern states affected by conflict (Adamawa, Bauchi, Borno, Gombe and Yobe), 53% of the internally displaced populations were female while 47 % were male. 57 % percent of this

population are minors under the age of 18 years while 6% represented adults above sixty years (Relief Web International 8).

The "United Nations Guiding Principle on Internal Displacement" frames the meaning of "internally displaced people" as "persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border" (International Organization for Migration). This definition only represents the group of displaced individuals from areas affected by violence but remain within the national borders as opposed to persons who have moved for the search for better livelihood (Mmahi 7).

Several factors contribute to displacement of people such as insurgency, communal crisis, natural disasters, armed conflict, and man-made disasters, but our focus is on armed conflict and insurgency caused by Boko Haram. In the next sub-heading below, the challenges women face in most host communities and IDPs as a result of insurgency will be discussed briefly to highlight the human rights violations of both State actors, insurgents and private individuals against women/girls.

SGBV and Reproductive Challenges in the IDP and Host Communities

The violence that women face while at the terrorist camp does not stop upon return into the society, mostly as witnessed in the IDP camps. In fact, it has been disclosed that many of the women at the displacement camps suffer from the sexual abuse due to forceful sexual activities on one hand and offering sex as a means to get the necessities of life at host communities and

IDPs camps on the other hand (Center for Reproductive Rights 8). SGBV is the most prevalent act of violation confronting women and girls, this comprises of rape, forced child marriage, domestic violence, stigma, and discrimination. In these situations, it is hard to disassociate displaced women from SGBV (Adichie 30).

Most women are exposed to SGBV either as a means of survival, show of superiority by their perpetrators, lack of economic means to provide for their families by men, common practice due to gender inequality and other structural inequalities. Using domestic violence in the home as an example, some husbands pass off the frustration of their inability to provide for the family to their wives. Factors associated with this behavior is the inability to cater for the needs of their families, the diminishing value of their place as the man of the family (Ajayi 175) and the aggrievance of humanitarian aid given to women to evade misuse by the men. Previously, it was reported that most men sell the aid items received without giving the money to their family or they gave better treatment to some wives over others (Nagarajan 12).

Strategically, Boko Haram members and Government officials deployed with the mandate to protect women and girls have leveraged the absence of men to continuously abuse women and girls. Human Rights Watch reports that during their investigations in the IDP camps, women and girls are severally abused by the soldiers, camp officials and other paramilitary personnel (Human rights Watch, "Nigeria: Official Abusing Displaced Women"). The Nigerian government appears to have paid less attention to addressing the abuse of women under their supervision in host communities and IDPs. Additionally, Cameroon's military, in their efforts to return refugees and asylum seekers, tortured and sexually assaulted women as a form of punishment for the Boko Haram attacks in Cameroun (Human Rights Watch, "End Cameroon's Abuse of Refugees").

Unfortunately, the abuse of women by Government personnel and state actors is not just common to the Nigerian insurgency alone. It is more worrisome that these individuals mandated to protect the vulnerable and provide for their needs have used the opportunity to take advantage of women just like other international organizations and bodies like the United Nations who are also condemned for condoning such acts. Using Sandra Whitworth's work on *Men, Militarism and UN Peacekeeping: A gendered analysis*, the author examined the impact of UN peacekeeping mission to women in Cambodia using a critical feminist analysis. The arrival of the United Nations Transitional Authority in Cambodia (UNTAC) forced many women to become prostitute as a means of livelihood (69). In this instance, the failure of the United Nations to protect civilians further depicts the lack of interest in punishing offences even when reports were made to the United Nations Secretary-General Special Representative to Cambodia (69 -71). The result of having this encounter makes it difficult for the victims not to trust the Government and can be associated with the high rise of women returning to Boko Haram.

Additionally, a large number of women and girls have recounted their experience of being abused through rape in the process of performing domestic chores like fetching water or while in the bush relieving themselves at the IDPs (Guibert). In an interview with Thomson Reuters Foundation, Shadima Irima narrates that she fears snakes, bad men and Boko Haram when visiting the bush as a result of insufficient toilets at the camps (Guibert). These acts of violence violate the rights of women and it is more worrisome that the Nigerian Government and military have denied these incidences (News Xtra). The result has often led to health complications, lack of social acceptance and, in most cases, death when medical facilities are inadequate to take care of the women.

Adopting a transactional approach, sexual activities have been employed as a means of the returnee to obtain food and other essentials in the IDPs (Adichie 30). In all four locations, sexual exploitation and survival sex is common and often under reported as most camps lack the enforcement mechanisms to support the victims. Some are even forced to work as prostitutes to make money since they have little or no food available. One of the women in the IDP recounts how she depends on sex work to survive. She narrates thus:

> After the group set her village on fire, killed her father, and caused the rest of her family to scatter in separate directions, she fled with her 2-year-old daughter. I followed some people, and we ran together to a village. There was no food to eat, no water to drink, we used to drink cow water—water that animals take—that's what we drank to survive; the food, anything you see, you eat. Then, the other people [the villagers] started using the advantage. Sometimes they will come to you; if they did not sleep with you, then they won't give you what to eat. And we don't have [any] option. (Center for Reproductive Rights 8)

Stigma, Discrimination and Reintegration into Society

Upon their return, it is hard for women and girls to reintegrate into society as most individual and host communities have mixed feelings of receiving them back and they are discriminated against (Partners West Africa Nigeria 5). In most cases, returnee women always have children born out of war in their company or are currently pregnant (International Alert 6). The marginalization faced by these women are based on three reasons.

First, the major reason for most individuals' attitude is attributed to the cultural perception of sexual violence. Secondly, the activities of women especially for suicide bombing whether forced or through their personal will further increases the challenges of insecurity even as most of the citizens believe that Boko Haram have inculcated them. Thirdly, some believe that the children born out of conflict for "Boko Haram members will become the next generation of fighters since they have the genes of their "biological fathers" (International Alert 9). This will also result in more exposure to further violence to the children and their mothers as many have

lost their means of survival or relatives to return to. In most polygamous homes, the decision to

accept the women and their children is not vested only on the husband alone but may be

considered in consultation with their co-wives who may be biased about their presence

(International Alert 17).

Gender Norms, Economic and Social Opportunities

Gender relations and roles are always different in the camp because of displacement.

Most women who have lost their bread winner step up as head of family to cater for their

children and relatives. Since most women have either lost their source of income as petty traders

or have no means of earning an income, some have resorted to begging and prostitution. Matfess

recounts the example of Toma (pseudonym), 20-year-old women living in Borno with her four

children and her ten nieces and nephew. She had lost her husband, father, and siblings to

insurgency; she managed to flee her town after Boko Haram had taken over and her new family

were forced to resort to begging in the street as the only way to survive (5).

IMPACT OF SEXUAL VIOLENCE ON WOMEN'S RIGHTS IN NORTHERN NIGERIA

The impact of Boko Haram insurgency has severe repercussions in the lives and rights of

women both in a positive and negative ways. Umuezerike categorized the harm suffered by

women to have a primary and secondary effect. The primary effect deals with the harm endured

by women as direct victims of an attack, while the secondary effect refers to the impact of harm

on a third party because of Boko Haram (4). As highlighted earlier, the violence and bad

experiences at the Boko Haram camp limit women's integration and participation in the society.

Mazurana and Whitworth draw our attention to four themes to be considered towards

assessing the impact of conflict-related violence on women. These includes: (1) the dissimilarity

that exist between the counter of women/girls and men/boys with violence. (2) The responsibility of functioning as victims and perpetrators experienced by both women and men (3) Women may have an opposing motive. (4) The misconception about "gender analysis" and if it is distinct from women (14). Bearing these four themes in mind and the categorization by Umuezerike, we will focus on the following:

1. **Health and Reproductive Complications**

The health of women is a critical component of their well-being which needs more attention even before the conflict started in Nigeria. In the North where women undergo various forms of abuse especially forced marriage at an early age, many women are exposed to health complication such as Vesicovaginal Fistula (VVF). The use of women for sexual activities while in the Boko Haram camp have also heightened the threat to the general well-being of women and girls. A lot of women and girls are exposed to reproductive health issues, unwanted pregnancies, STIs and HIV/AIDS.

Access to medical facilities has also become very limited as most women have narrated the forms of abuse they experience with the nurses, midwives, and medical personnel in the IDPs in order to access antenatal care when pregnant. In one of the camps at Maiduguri, one of the interviewees recounts she received poor services when she was due for delivery by the nurse practitioner in the IDP leading to four days of pains in labor. It was not until another nurse attended to her before she felt relieved (Center for Reproductive Rights 9). Since the attack by Boko Haram that ensued in the demolition of properties, facilities, schools and other infrastructures, the needs of the women are not met in both the host communities and IDPs camps.

2. Economic Hardship and Illiteracy

Gender dynamics that play out after the return of an abductee from the Boko Haram often add extra stress on women especially the loss of economic livelihood. For many women, they have lost their husband, sons, and close relatives who they depend on because of conflict, through exile or death. Women irrespective of their age are forced to take on new responsibilities which is unlike the former existing norms and roles in the Nigerian society. Generally, women who are less empowered economically with fewer possibilities of "accessing jobs in the modern economic sector" (Mianda, "Women in Central African History" 9) are forced to take on menial jobs to take care of their families. Since most of the women are economically dependent on the men, this presents a serious hardship that many of them may never be able to recover from. Even for the women who had jobs, they lacked the financial autonomy to start all over again after their return.

Poverty in Northern Nigeria is one of the factors closely linked to the economic hardship that women suffer. Due to poverty in the North, many of the women lack the basic necessities of life which can be a bit difficult as the provision made by the Government is not sufficient to cater for majority of the citizens. In distinguishing the meaning of poverty, Obiora Okafor used the World Bank's explanation for evaluating poverty –i.e., "living on less than one dollar a day" to further expand the scope to mean: "any incidence of fundamental deprivation, or the serious lack, of basic needs (such as food, water, shelter, education, clothing and essential medicines" ("Poverty, Agency and Resistance" 4). This explanation captures the experience of most homes in Northern Nigeria especially as the Nigerian Government has not made adequate efforts toward providing for the welfare of women and children while living in the IDPs or host communities.

As a result, these has further increased the vulnerabilities that women encounter forcing most to resort to sex for food as captured in the earlier section of this chapter.

3. **Silence, Lack of Access to Justice and Lack of Accountability**

The Nigerian Government has failed to provide for adequate access to justice and accountability structures to guarantee that the rights of the victims of sexual violence in conflict and post-conflict settings are protected. This is also reflected by Oluwakemi Adeniyi's work, wherein the author believes that inadequate access to justice for the victims will affect the issue of reparation for the victims (60). The Nigerian Government has the responsibility to protect its citizens and to ensure that victims' abuses are redressed adequately in accordance with the provision of the law. However, the Government has failed the women and girls, leading to the low reports received by the police. In a focus group organized by Nagarajan, a policewoman remarked that they have lesser cases or communication received about the abuse of women in the IDP camp. Factors to be considered for the silence include reduced violence, the prevailing culture of silence or threats by soldiers and others committing the abuse (28).

4. **Limited Social and Political Participation**

Women are usually ignored when the formal peace process begins for mapping or developing policies for counter terrorism. Gender inequality, discrimination, patriarchy, discriminatory law and policies, religious practices, and lack of political will are some of the numerous factors that contribute to the exclusion. From the experience of women as victims, actors, and perpetrators, it is clear the women have an active role to perform in the society. Their contributions on ways to overcome Boko Haram needs to be accommodated and considered even in the IDP camps. Some of the interviewee at IDP camps have narrated how "the camp leaders

never involve the women leaders in the camp when issues of peace building are discussed, they

believed their words are final" (Imam et. al 3), Oluremi further notes

> The absence of women from formal peace processes and negotiations continue to hinder attention to gender equality in peace agreements. Women's participation is vital and bring women together who themselves has been politically involved in mediation process to share their experiences as members of conflict parties, mediators ...ensure that such efforts and any agreement reached include the views of half of the populations of the IDPs. (51)

Nigerian women have shown their agency and resilience since the abduction of the girls

through marching out in the streets during the #bringbackourgirls campaign. They have

exercised their agency in some other informal peacebuilding activities by helping to smuggle

boys to safety, helping men to run away in women's clothes, and engaging in discussions for the

purpose of releasing some of the abductee etc. Women like Aisha Wakil and Hamsatu Al Amin

have stepped up their game in engaging with the Nigerian Government towards finding a

meeting point for settlement with Boko Haram (Imam *et. al* 3). This example attests to a degree

of certainty that women's participation is highly relevant and should be considered by the

Government in its policies.

CHAPTER 3

PITFALLS OF LAWS AND POLICIES ON WOMENS' RIGHTS

This chapter focuses on examining the existing policies, guidelines, and legal framework for safeguarding and advancing women's rights. It seeks to answer the question about the extent to which policies and laws are implemented. The chapter is grouped into two parts. The first part evaluates the legal and policy framework for the implementation and protection of the rights of women in conflict and post-conflict settings in Northern Nigeria. The second part highlights some of the existing policies including providing a brief analysis of the National Action Plans (NAPs) on WPS.

The challenges identified in chapter 2 of women's experience with Boko Haram and the Nigerian Government were supposed to be ameliorated by UNSCR 1325 mandate through the implementation of the NAPs developed by Nigeria in addition to existing national laws and policies. For the effective implementation and enforcement of NAPs and other legal frameworks to yield the needed results, there is need to have individuals who are empowered to ensure compliance. Regrettably, much results have not been achieved even as the NAPs are supposed to show dedication to the WPS agenda (Shepherd 324).

INTERNATIONAL, REGIONAL AND NATIONAL LEGAL FRAMEWORK

In examining the existing legal framework, this section of the work is categorized into three: International, Regional and National frameworks. Under the International and Regional frameworks, Nigeria is a state party to different treaties that ensures that the right of women and girls are safeguarded and promoted. Among the three groups, the persistent problem is the lack of adequate provisions to meet the current problems challenging women's rights, absence of

national laws that incorporate the obligation required of Nigeria from provisions of signed

treaties or lack of implementing bodies who ensure the dispensation of justice for the

victims/survivors.

International framework

Both the International Human Rights Laws (IHRL) and the International

Humanitarian Laws (IHL) have provisions for the protection of the rights of women.

International human rights law is a collection of laws applicable in all three settings (during

peace, conflict, or post-conflict situations) while the international humanitarian law applies

only in "armed conflict" ("IHL and Human rights"). IHL comprises of the Geneva

Convention of 1949, and its protocols which provides for the protections of civilians during

war which also include women and girls. However, the disastrous attack by Boko Haram in

Nigeria is described as a "non-international armed conflict" which means that Article 3

Common to the 1949 Geneva Convention and Additional Protocol II are applicable here for

the protection of the rights of women (Rule of Law in Armed Conflict).

Under IHRL, only the CEDAW and CRC will be discussed as both treaties are the major

instruments that have specific details for the protections of the rights of women and girls.

1. **The Committee on the Elimination of Discrimination against Women (CEDAW)**

Although CEDAW was mentioned earlier, it is one of the principal international treaties

that provides for the protection of women's rights against various types of abuse and violence.

This discussion specifically addresses Article 1-16 which embodies the various provisions linked

to issues dealing with the treatment of women, gender discrimination, the responsibility of every

country in curbing violence, gender equality, access to various socio-economic rights, right to

education and right to adequate health (United Nations, "*Convention on the Elimination of All Forms of Discrimination against Women*").

2. The Convention on the Rights of the Child

The Convention on the rights of the Child (CRC) is the treaty with more focus on the welfare of children globally. Nigeria as signatory has enacted some of the provisions into law through the Nigerian Child Rights Act 2003. CRC requires that all signatory in their individual countries must ensure that the welfare of the children is paramount, free from various forms of abuse and violence. Articles 32–40 creates room for the defense of the rights of children especially in situations that lead to different types of harm, violence, and exploitation such as human trafficking, prostitution, child labour, sexual abuse, child marriage and harmful traditional practices (UNICEF, "Convention of the Rights of the Child").

REGIONAL INSTRUMENTS

At the regional level, the African Charter on Human and People's Rights (ACHPR), Protocol to the African Charter on the rights of Women in Africa (Maputo Protocol) and the African Charter on the Rights and Welfare of the Child provides for the protection of the rights of women and girls. Among the three treaties, only one have been passed into law which is the African Charter on Human and People's Rights (Ratification and Enforcement) Act, 2004. As a signatory, Nigeria is required to "ensure the elimination of every discrimination against women and also ensure the protection of the rights of women" (Article 18 African Charter on Human and People's Rights).

NATIONAL FRAMEWORK

Due to colonial rule in Nigeria, the Nigerian legal system comprises statutory, customary, and Islamic law. The tripartite legal system makes it difficult in tackling discriminatory practices or customs that violate women's right as majority of the provisions of the laws are different and inconsistent with customary/Islamic rules. To examine national laws, the focus is on the Nigerian Constitution, the Violence against Persons (Prohibition) Act, the Child Rights Act, and the Terrorism Amendment Act.

1. **The Nigerian Constitution**

The 1999 Constitution of the Federal Republic of Nigerian as amended, stipulates the protection of the rights of its citizens in Chapter 4. The chapter covers section 37 – 45 which expressly provides for "right to life, dignity of person, freedom from torture, right to movement, right to personal liberty, freedom from discrimination, right to health" (*1999 Nigerian Constitution*) for safeguarding the lives of the citizens. Unfortunately, each of these rights provided for in the various sections seems to have been contravened by not only the Boko Haram group, but by some of the state actors. Additionally, in as much as there is no specific provision dedicated to the rights of women in the constitution, "the security and welfare of the people" is outlined to be "the primary purpose of the Government" (Section 14 (2) (b) and (c) of the *1999 Nigerian Constitution*).

Having signed the relevant international and regional instrument, the Nigerian Government still have an enormous role to perform in ensuring that rights of women is protected through the review of existing laws starting with the Nigerian Constitution, enforcement, and implementation of laws at all levels of Government. For instance, the Maputo Protocol requires

that all signatory countries like Nigeria make provisions for the protection of women from various types of discrimination and violence. This is missing even as the Constitution is the fundamental law which is binding on all states and citizens unlike other laws that require enactment in various states.

2. **The Violence Against Persons Prohibition Act (VAPPA) 2015**

Under the National Laws, the only Federal law aside from the Constitution directly applicable to the protection of women's rights and combating violence against women is the VAPPA 2015. Other laws which made be considered are Nigerian Criminal Code (applied in southern states), Trafficking in Persons (Prohibition) Enforcement and Administration Act 2015, Nigerian Penal Code (applied in Northern States), and the Administration of Criminal Justice Act 2015 which repealed the Penal and Criminal Code. Among the three States under the study, only Adamawa has passed the Administration of Criminal Justice Law (ACJL).

VAPPA was previously named the Violence Against Women Bill in 2002 at the inception of the advocacy activities by various civil right groups and women's rights organizations lead by Legislative Advocacy Coalition on Violence Against Women. The activists who were mostly women experienced some resistances by the legislators which made them to change the name to Violence against Persons (Prohibition) Bill 2003. In essence, the change was to ensure that men are also captured in the law to be passed as most men have been affected by violence caused by women (Oviawe 42).

The VAPPA has made several provisions as it is applicable to both men and women, but the implementation is limited because of its geographical reach (Onyemelukwe 2). It is only applicable in Abuja and any other states that have domesticated VAPPA into law. Yobe State is

the only State yet to pass the law while the law is still awaiting assent in Adamawa but was passed on the 1st of March 2021. The major focus of this research is on the provisions of VAPPA which are applicable to sexual violence in conflict.

Accordingly, VAPPA provides for the offence of rape, harmful traditional practices, coercion, regulatory body for the implementation of the Act and emotional, verbal, and psychological abuse. The definition of Rape by VAPPA is gender neutral as it covers the "penetration of the vagina, anus or mouth using any part of the body or anything else" (Section 1 of the VAPP Act). This definition is comprehensive as it considers the situation where penetration is not only done through the Vagina, but consent of the person is not obtained or is obtained through force or intimidation. The definition has shifted the onus of corroboration which was previously required under the Criminal Code to validate the evidence of the Victim (Section 221 of the Nigerian Criminal Code).

Part of the provision on rape includes the sentencing guide for the punishment of offenders. The current sentencing guide for the punishment of offenders are not adequate considering the current realities that women face and the weight to be attached to the crime. For instance, gang rape by a group of persons is entitled to a minimum of twenty years imprisonment jointly. In a situation where in conflict, a woman may be raped by more than five men, the implications are that the offenders are entitled to five years only. This particular provision is inconsistent and not commensurate with the punishment for individuals and offenders under the age of fourteen. The requirement for sentencing an offender less than fourteen years is a maximum of fourteen years while that of individuals is a "minimum of twelve years imprisonment without an option of fine" (Section 1 of the VAPP Act).

The VAPPA failed to make provision for marital rape which is obviously prevalent in pre-conflict, conflict, and post-conflict settings especially with the cases of forced child marriage. In the North, the Penal Code expressly states, "that sexual intercourse by a man with his wife is not rape if she has attained puberty" (Section 282 (1) of the Nigerian Penal Code). This provision clearly illustrates that sexual relations between married couples is considered the right of the husband and consent of the woman is not needed once the marriage is subsisting. Since it affects the sexual reproductive rights and health of women, a review is required by the Nigerian Government to ensure the criminalization of marital rape (Chika 39). Notably, the social acceptance of women's body as the property of the husband is supported by Islamic law as women and girls cannot seek recourse under the law neither can they report to their families. By this, the abuse of women through rape and other sexual activities exhibits the superiority that Nigerian men have over women.

Besides the offence of rape, the VAPPA is silent on other types of sexual violence. The definitions section only provides for the meaning of "sexual exploitation, sexual abuse, sexual assault, sexual intimidation, and spousal battery" (Section 46 of the VAPPA Act). Despite its shortcomings, the Act made provision for emotional, verbal, or psychological abuses suffered by women because of violence or assault. The Act describes "emotional, verbal, and psychological abuse to include patterns of degrading or humiliating conduct towards any person including repeated insults, ridicule or name calling, repeated threats and repeated exhibition of obsessive possessiveness" (Section 46 of VAPPA Act). The offence of aiding and abetting is also an offence with punishment attached.

Considering that most women especially in post -conflict settings also suffer economic abuses, there is need to expand the provision to capture the harm that women face because of

displacement, conflict, and loss of livelihood. The Act only mentions economic abuse in the definition section without any punishment or offenders identified. However, economic abuse of women is linked to emotional and psychological abuse that affect the contribution of women in the society. As such, the act of abuse can be committed by both the Government, for failure to provide programs to expedite the reintegration of women in the society, and by the spouse, especially for women who live with their spouse in the IDP camps.

On the other hand, the implementation of the VAPPA is another significant challenge that has hindered the progress for women's rights. Aside from the lack of domestication by states, the assignment of the National Agency for the Prohibition of Trafficking in Persons and other related Matters (NAPTIP) as principal body to coordinate compliance with the provision of the Act is limited in operation and scope. NAPTIP is the agency of Government empowered to manage the case of trafficking in persons in accordance with the Nigeria's international obligation. Though trafficking of women and girls falls under the category of violence against women, placing the responsibility of ensuring the punishment of the offence of trafficking and violence against all citizens under NAPTIP limits its functionality and effectiveness.

Also, as much as lack of adequate funding is reported to be the major problem that have plagued the organization when compared with its task (Omogbolagun); consideration for the inclusion of a Human Rights Commission needs to be made as part of the regulatory bodies. The Nigerian Government together with key stakeholders need to take insights from other African countries with similar experiences that will only serve "as a broad guideline for further thought and action, and not as any kind of general theory" (Okafor, "Poverty, Agency, and Resistance 153). This will enable the relevant bodies to understand how well to tackle the menace and

develop innovative approaches that will include community-based initiatives for implementation and monitoring.

3. The Child Rights Act

The Child Rights Act (CRA) was promulgated in 2013 as the law that provides for the rights and welfare of Children. Like most laws, CRA has faced resistance relating to domestication and entrenched norms of gender inequality in Northern States (World Bank Group 8). Only twenty-four states mostly from the South, East and West enacted CRA as a state law in Nigeria. The legal age for marriage of a child has been a major controversy with the Northerners as the provision of the Act renders contractual relationship through marriage with any individual under the age of eighteen to be invalid (Section 21 of Child Rights Act). The Act failed to define who a child is except for Section 21 which is the provision prohibiting the marriage of any individual under the age of eighteen.

Generally, CRA made various provisions for the protection of the rights of the child including right to education, freedom from discrimination, right to movement and unlawful sexual intercourse with the child. In all activities relating to children, the "best interest of the child" is the main criteria used to evaluate its validity. Given that CRA which was enacted in 2013 does not fully capture the realities of the challenges encountered by the children, it is due for an update and amendment. Sexual activities especially child marriage need to be considered as a serious offence punishable as a crime in all circumstance just as Annie Bunting suggests that "child marriage should be considered as a form of enslavement when committed in conflict situations" ("Forced Marriage in Conflict Situations" 165).

4. The Terrorism Prevention Amendment Act 2013

In 2011, the Nigerian Government enacted the Terrorism Prevention Act and was subsequently replaced by the Terrorism Prevention (Amendment) Act 2013. The need to enactment the law on terrorism arose with the Boko Haram insurgency and other related events that affected the peace and security of the citizens in Nigeria. Both the 2011 and 2013 Act failed to make provision about sexual activities against women during conflict or crisis by the terrorist group. Attah describes two factors that may have necessitated the Government to miss out the provision of rape as a tactics in terrorism. It is either the law "have glossed over the possibility of rape being used by terrorists or have chosen to ignore it in line with the culture of silence surrounding rape in Nigeria." Based on these assertions, the author strongly recommends that serious attention needs to be paid on making sure that the law punishes offenders who commits sexual assaults against women and girls (404).

Kidnapping was recognized and mentioned as a crime for the offences against internationally protected persons (Section 3 of the Terrorism Prevention (Amendment) Act). This provision is not expansive enough to accommodate situations of mass kidnapping of girls like the Chibok girls or kidnapping for the purpose of seeking a ransom or revenge. The implication of the lacuna in the law will give Boko Haram members leverage to commit the crimes and those being prosecuted will not be charged for the crimes relating to any sexual activities or kidnapping. The Nigerian Government through the legislature needs to take into consideration some of the gaps identified with the Act. The Act, which was amended nine years ago, is due for another amendment as most provisions are obsolete considering the dynamic circumstances that arise in terrorist activities.

NIGERIAN NATIONAL ACTION PLAN ON WOMEN PEACE AND SECURITY

Globally, ninety-eight countries have adopted a NAP as agreed towards showing their dedication to incorporate the United Nations resolutions towards their individual WPS agenda. The NAPs developed for executing the provisions of various UNSCR starting with the popular 1325 are "national-level strategy documents that outline a government's approach and course of action for localizing action on the Women, Peace, and Security Agenda. These documents outline objectives and activities that countries take, both on a domestic and international level, to secure the human rights of women and girls in conflict settings; prevent armed conflict and violence against women and girls; and ensure the meaningful participation of women in peace and security" (PeaceWomen "1325 National Action Plans").

Nigeria began the process to develop their NAP on the 11th of March 2011 which led to the adoption of two NAPs on WPS in 2013 and 2017. The Federal Ministry of Women Affairs and Social Development (FMWASD) is the primary body empowered to ensure that the goals of the NAPs are accomplished. The development, drafting and consultation process for the NAP began in March 2011 through the coordination of the FMWASD working together with development partners. Consultants were chosen through a meticulous scientific method for the drafting exercise. Stakeholders were engaged through several meetings and zonal consultation to gather input and data (The Federal Republic of Nigeria, "National Action Plan 2013" 18).

At the state level, each state is required to develop a State Action Plan (SAP) based on the Zonal Actional Plan (ZAP). The ZAPs lay out the major NAP concerns among the six geo-political zones in Nigeria affecting women and girls. Currently, fourteen states out of thirty-six states have SAPs including Borno, Adamawa and Yobe. However, during the duration of this research, the Nigeria Government lacks a comprehensive database for NAPs, ZAPs, and SAPs.

Therefore, the NAPs and SAPs used for this research was gotten from the database of Peace Women, PWAN and WPS Nigeria project in April 2022.

The 2013 NAP which was in operation between 2013 – 2016 with focus on five pillars: "prevention, participation, protection, promotion and prosecution" (The Federal Republic of Nigeria, "National Action Plan 2013" 10). The engagement of relevant stakeholders and women activists with the Government has led to several achievements despite its criticism. Some of the contributions made was the enactment of VAPPA 2015, instituting the Multi-Sectoral National Steering Committee on WPS, planning for the grassroots engagement towards instituting and developing of the State and Local Action Plans among others (Nagarajan and Nwadinobi 5; Adefisoye & Adefisoye 26). Some of the criticisms of the 2013 and 2017 plans will be discussed together in the later part of this work.

From the gaps pointed out in the 1st NAP, the 2017 plan which was in operation between 2017 to 2020 as developed to curb some of the defects with the 2013 plan, advocate for women's inclusion and engagement in conflict resolution processes, and to include some prominent problems relating to the current realities of ongoing crisis and conflict in Nigeria. Two remarkable contributions made by the plan were: firstly, the recognition of violent extremism in the North-East, especially the human rights abuses by armed actors; and, secondly, grouping the complex experiences of women and their roles as either victims or perpetrators. The current plan has elapsed and there is an ongoing effort by the FMWASD and Civil society together with the relevant stakeholders towards the development of the third NAP.

Although, more progress has been achieved for the protection of the rights of women with the enactment of the two NAPs at the federal and state levels under study, the NAPs fail to meet the current realities facing women as it is not comprehensive enough leading to limited

implementation and protection of the rights of women. As a policy document, the NAPs are only meant to serve as a subsidiary in addition to implementation of the existing laws in Nigeria. Many reasons have been attributed to its limited implementation. In a study by Atim Grace, the author identified that the low implementation of the plans is ascribed to the lack of interest by the Government, unavailability of "accountability mechanism" and the lack of expertise on the subject matter (65).

Other identified problems include limited engagement of the legislature, existence of cultural and social norms, limited provision on the roles of women in conflict as perpetrators, lack of inclusion of state actors as perpetrators, limited provision on funding, absence of specific laws focused on women's rights, insufficient awareness of the plan, inadequate monitoring, and evaluation structure. For limited space and scope of this work, this research seeks to focus on four areas: lack of engagement of the legislature, the FMWASD as the implementing body, provisions on violent extremism and dominant pillars of NAP.

1. **Lack of Engagement with the Legislature**

To be effective, the NAPs is meant to involve the full participation of the Government, religious leaders, civils society organization and other relevant stakeholders to ensure adherence, implementation, and dissemination of the policies to the masses. This was also reflected on a closer review of the content of the 2013 and 2017 NAPs. It was documented that the development of the plan is "very inclusive and participatory" which benefitted from the contributions from diverse groups (The Federal Republic of Nigeria, "National Action Plan 2013" 11; The Federal Republic of Nigeria, "National Action Plan 2017" xii). Despite the engagement, the United Nations women released a recent report through one of it project titled "Women Peace and Security Nigeria" in 2020. The report disclosed that the legislative branch of

Government was not duly involved both at the national and state levels during the drafting of the 2013 and 2017 plans. Rather, only the executive and civil society organizations were fully involved (17).

The lack of inclusion of the legislative arm of Government is a huge defect in the drafting process as the legislative arm of Government is empowered to make laws and ensure there is adequate compliance of the laws. The legislature which comprises of two bodies: the Senate (Upper Chamber) and the House of Representative (Lower Chamber) is empowered with the legislative authority as prescribed in the Nigerian Constitution (Section 4 (1) *1999 Nigerian Constitution* as amended). The duties of the legislature are expressly provided for in section 4 (2), (3) and (4) to include:

> (2) The National Assembly shall have power to make laws for the peace, order and good government of the Federation or any part thereof with respect to any matter included in the Exclusive Legislative List set out in Part I of the Second Schedule to this Constitution.
>
> (3) The power of the National Assembly to make laws for the peace, order, and good government of the Federation with respect to any matter included in the Exclusive Legislative List shall, save as otherwise provided in this Constitution, be to the exclusion of the Houses of Assembly of States.
>
> (4) In addition, and without prejudice to the powers conferred by subsection (2) of this section, the National Assembly shall have power to make laws with respect to the following matters, that is to say: -
>
> (a) any matter in the Concurrent Legislative List set out in the first column of Part II of the Second Schedule to this Constitution to the extent prescribed in the second column opposite thereto; and
>
> (b) any other matter with respect to which it is empowered to make laws in accordance with the provisions of this Constitution.

Non-participation of the legislature has many implications for the implementation of the NAPs. First, the value accorded to the funding of women's rights project may be limited for the lack of collaborations between the three branches of government and key

stakeholders. Secondly, the appearance of the legislative branch of Government illustrates the attitude of the Government concerning matters relating to women's welfare and rights as highlighted by Atim above. Thirdly, the lack of determination by the ruling party in government is played out by the legislature as the implementation of any law/policy depends on the enacting body to make laws. This is also a critical standard used in measuring the effectiveness of NAP with high impact in addition to three other factors (Jacevic 9).

High impact NAP refers to NAPs that are developed with the "local context" in mind in collaboration with civil society which aligns with their Individual goals (Lippai and Young 4). Using examples of countries with a high impact NAP, Jacevic defines "political will" to mean "that critical government ministries and agencies recognize the value of their NAP, are committed to its progress, and take action to implement it" (12). Marysia Zalewski's contention on patriarchy and colonial constructs and vestiges in postcolonial feminist theory becomes relevant here (147). Her argument that there is a need to have positive shift in the way sexual violence is addressed is again reinforced by the way the NAP was put together without input from the legislature.

Another problem linked to the insufficiency of legislative involvement in the NAP drafting process is the low presence of women in both the national, state, and local governance in Nigeria. This is akin to Gunjate Shital V. and Shivaji Mahavidyalaya Udgir's argument as they note that due to patriarchy, the oppression of women has continued even in post-colonial times (286). This same patriarchal-centric view may have informed why the views of women were largely ignored because the political participation of women in both national and states legislative establishments were almost

non-existent. For instance, it is estimated that "only seven out of 109 Senators and twenty two of the 360 House of Representative's members are women" (Agbalajobi).

Factors accounting for the low representation of women in politics are poor education, financial restraint, unequal inheritance rights, discrimination, poor access to gainful employment and the structure of political party system (Agbalajobi). As this is the reality that many women must face since most of the Government institutions are patriarchal, the institutions "may have women within them but, the women must toe a particular line to be in power. These structures are so inhospitable that they force feminists out or they force them to moderate their politics" (Onyesoh *et. al* 226).

At the regional level, Hendricks explored the measures put in place towards the effective compliance of the WPS agenda and problems associated with executing the African Union Peace and Security framework. The scholar contends that "...WPS agenda has been narrowed to focus on the inclusion of women into peace and security institutions and processes without a deeper reflection of what their participation may mean for legitimizing post-conflict patriarchal and militarized orders." The author's finding reflects part of the Nigeria's problem of low participation of women in governance as patriarchal structures, corruption, lack of interest by representative of Government creates little room for successful implementation of women's agenda. Corruption is a major menace which is linked to affecting human rights and in turn limiting the progress for the implementation of WPS (Fal-Dutra Santos *et. al* 5).

Aside from the engagement with the executive branch of Government, there is no mention of the interaction of the Judiciary in the process. The judicial arm of Government has significant role to perform especially for the prevention, protection, and prosecution pillars of the Nigerian NAPs. Without judicial intervention, it may seem hard to guarantee that the rights of

women and girls are protected and prosecuted just as Joy Onyesoh captures "without participation at all levels of government, power structures will prevent women's meaningful participation in peace processes" (Onyesoh *et. al* 235).

2. Implementing Body

Operationally, the placement of the NAPs with FMWASD in collaboration with civil society organizations has presented difficulties with interaction, implementation, and compliance with the plan. This is because there is need for support and involvement of other state ministries such as the ministry of justice, health, and education as highlighted in the Yobe SAPs. Furthermore, Hamilton *et. al*, finds that allowing either a "foreign Affairs or department of Government that focus on Gender or women" to oversee the WPS agenda leads to complexities. In distinguishing the two, they attest that when the NAP is placed in foreign affairs, it usually marshals to the inception of an "outward facing NAPs." The outwardness of the plan changes the direction to other countries affected by war different from the implementing country. On the other hand, placing NAP to be supervised and controlled by the Ministry of Women's affairs equates WPS agenda to be treated as women's problem (7).

The placement of the WPS agenda at the ministry of Women affairs in Nigeria has four consequences. First, the framing around treating WPS agenda as a women's problem has been identified as a problem (Onyesoh 225; Partners West Africa Nigeria 6) and has played out in some government activities. For instance, the Ministry of Women Affairs seems to have a large gap to fill with regards to working and coordinating with other stakeholders. During the official launch of the 2013 NAP plan, the only minister available, other than the Minister for Women's Affairs, was the Minister for Petroleum Resources. The Ministers for justice, defense, education,

health, and other key government officials were missing (Narajan and Nwadinobi 4). The non-appearance of other government officials clearly illustrates the lack of interest by the Government and must be stated, a disinterest driven by a men-centric society. In turn, this leads to a systematic gap for the transfer of knowledge, lessons, vision, and activities around WPS agenda from one Government to another.

Secondly, the Ministry of women affairs and civil society partners during the drafting of the 2013 plan had fears about the NAP being regarded as a women's only issue. This made them to produce a NAP titled "National Action Plan for the implementation of UNSCR 1325 and related Resolutions in Nigeria" in 2013 to avoid the limitation. This adopted approach was to enable the other state institutions see the NAP implementation as part of their responsibilities (Onyesoh *et al*., 225). The name was later changed in 2017 to "National Action Plan for the Implementation of UNSCR 1325 and Related Resolutions on Women, Peace and Security in Nigeria". As little as these efforts may seem, the name of the NAP is an important identity that carries a huge connection related to women's welfare in the state. The NAP as a policy framework which recognizes women's rights during war and post-conflict settings need to be treated as highly crucial by the Government especially in its activities whether in content, practice, and policy in line with post-colonial feminist thoughts.

Thirdly, FMWASD is a government entity whose funding comes from the Government. The implication is that the ministry together with the relevant stakeholders will be restricted in carrying out its planned activities related to the NAPs. Both the 2013 and 2017 NAPs lacked a comprehensive gender responsive budgeting arrangement (The Federal Republic of Nigeria, "National Action Plan 2017" vii). Most of the funding for the NAP plan has been from the onset

from international donors (Pearson & Nagarajan 116; Onyesoh *et. al* 225). A clear example is the Borno Workplan sent by the Borno State Ministry of Women Affairs to the Nigeria Stability Reconciliation Programme funded by the European Union for consideration and support.

The 2013 NAP adopts a gender responsive budgeting that recognizes that the funding of the plan is to be financed both at the federal and state level through local (state and non-state actors) and external funding scheme using a multi-stakeholder's approach. For the local support, the fund will be sourced through taxation, donations, and statutory budgetary allocation (The Federal Republic of Nigeria, "National Action Plan 2013" 42). Likewise, the 2017 plan lacks a strong commitment to budget allocation as the responsibility is on "sectoral agencies and state government to ensure that the statutory budgets are allocated". The 2017 NAP also requires that the responsible bodies create a relationship with "private sector institutions to implement projects linked to UNSCR 1325 as part of its corporate social responsibility" (The Federal Republic of Nigeria, "National Action Plan 2017" 12).

One question to reflect on here is whether the involvement of private institutions will give the State the opportunity to stick with their work plan or make necessary input? It is obvious that the drafter of the plan believes that the increased collaboration with development partners will help the effectiveness and execution of UNSCR 1325 by referring to the "Promoting women's engagement in Peace and Security in Northern Nigeria project sponsored by the European Union and implemented by UN Women in partnership with the FMWASD" (The Federal Republic of Nigeria, "National Action Plan 2017" 12). Importantly, the success of the compliance of the NAPs depends on the availability of funds, manpower, political will, and a comprehensive monitoring/evaluation plan. These factors are currently not available in Nigeria

even when the activists have the zeal to push the agenda forward. Our solution needs to be locally focused with more funds and resources generated within Nigeria.

Over-reliance on external funding for human rights projects has many implications which was captured by Mutua, using the "metaphor of savage-victim-savior". The metaphor consists of a savage-victim-saviors construction relationship which is of three folds. First is the savages who violate innocent victims and then become the savior i.e., international human rights movements, western charities, United Nations, and International non-governmental Organizations (INGOs). In this regard, "the state only becomes a vampire when "bad" culture overcomes or disallows the development of "good" culture. The state is not the main savage but allows colonial projects of the past in which external actors (savages) are placed in higher positions to occur leading to the "deviation from human rights" (203). This is a phenomenon identified in post-colonial theories as tending to colonial powers for help when one is supposed to pursue and find solutions that tend to and address their unique challenges (Christiane Struckman 12; Gunjate Shital V. and Shivaji Mahavidyalaya Udgir 286).

Another problem closely related to access to external funding is the repetition of similar project by different NGOs which could be affiliated to the fact that most NGOs in Nigeria are individually owned. This is also a common problem in Africa as Obiora Okafor used the term "Oga-ship" to describe the increasing departure of most activist from the bigger known NGOs towards opening newer one without a clear need to open a similar organization (*Legitimizing Human Rights NGOs* 218). This is a big problem that have even affected the programming of NGOs activities in Nigeria. In most cases some of the programs might be zoned to focus more on the cities which has the disadvantage of shutting out women and girls in the remote areas. The report by Rule of Law Empowerment Initiative further describes that the outcome leads to "ad

hoc activities and unhealthy competition" (Partners West Africa Nigeria 5) among the various activists who are meant to work collectively to ensure that progress is made for the promotion of the rights of women.

As a group working with a common objective of serving the masses, NGOs in Nigeria need to embrace the spirit of togetherness which will also involve brainstorming ideas, sharing resources, speaking up in its interaction with the Government with one voice and mapping out ways to ensure that the Nigerian citizens are involved. To do so, they need to adopt the "mass social movement style" as discussed by Obiora Okafor in comparing how the strategies used by Labor-led Movement in Nigeria can be adopted to improve human rights activism in Africa. By adopting the "mass social movement style", labor led movement in Nigeria was able to effect changes including negotiating with the Government to ensure that their needs are meet (124). The author further established that NGOs in Nigeria lack the connection with citizens as its operations is done from a distance (Okafor, "What Should Organised Human Rights" 138).

Fourthly, the Federal Ministry of Justice mostly used the CEDAW in its activities (Ikpe 92). Nigeria in 1985 ratified the CEDAW but it is yet to be domesticated into the national law. The problem associated with the use of CEDAW for its activities is that the only international instruments that are enacted as domestic laws by the National Assembly in compliance with the constitutional requirements is enforceable in Nigeria. Reliance on CEDAW does not address the peace and security issues explicitly except for CEDAW General Recommendation thirty

Recommendation thirty provides guidance for signatory countries on strategies to guarantee safeguarding the rights of women whether in regular time, during war and in post conflict situations (United Nations Women, "Guidebook on CEDAW"). The reliance on a framework that has no force of law in Nigeria makes addressing the challenges women face

more difficult. Post-colonial feminist arguments that local solutions should be implemented for local challenges can therefore not be overemphasized. As Struckman believes, local issues of agency and voices must be recognized, and local solutions adopted (22). Domesticating CEDAW, after necessary modifications to address local needs, would help in ameliorating the present challenges with the CEDAW.

3. Provision for Violent Extremism

Resolution 2242 which was passed in 2015 was the major resolution that mandated various parties to include the provisions relating to counter violent extremism agenda. Particularly, paragraph thirteen urges member state to "ensure the participation and leadership of women and women's organizations in developing strategies to counter terrorism and violent extremism which can be conducive to terrorism, including through countering incitement to commit terrorist acts, creating counter narratives and other appropriate interventions, as well as building their capacity to do so effectively…" (PeaceWomen, "Security Council Resolution 2242").

Nigeria's first NAP was not in compliance with resolution 1325 as it lacked a provision for violent extremism even when most human rights organizations and media outlets had reported various atrocities by Boko Haram as early as 2009 as highlighted in Chapter 1 and 2. These events occurred before the planning of the NAP started in 2011 which is about three to four year in between the planning, drafting and production of the plan in 2013. To cure the defect, the 2017 plan recognized the risk and atrocities by armed groups in the Northeast Nigeria but missed the inclusion of other actors like the state military forces and private individuals. The 2017 plan only mentioned the requirement for the police and security training to be delivered in

relation to the 2017 NAP for the IDPs (The Federal Republic of Nigeria, "National Action Plan 2017" 26).

Missing out the provisions for the inclusion of the state actors as part of the perpetrators further exclude a certain class of perpetrator and adds more burden on the counter-violent extremism measures. It shows the absence of interest by the Nigerian Government and the drafters of the NAP to always protect women's rights and welfare. This is also missing in the existing laws which was discussed in the earlier part of this chapter. As Pearson and Nagarajan affirms "that a simplistic approach to 'women", rather than gendered power relations, leaves Nigeria ill-equipped to respond to the complex gendered dynamics of jihadist actors in the Northeast. Second, a neglect of human rights and the role of state actors in abuses actively enables gendered security harms". The authors asserts that the problems inherent in the Nigerian society illustrate that Nigeria is still far in default towards defending and safeguarding women (1).

Considering the use of women for various responsibilities in the Boko Haram camp, the 2017 NAP acknowledged the roles of women as victims, perpetrators and as "powerful agents for peace and security in their communities" (Nigerian National Action Plan 4). However, the emphasis of the plan remains on women as victims and their protection (The Federal Republic of Nigeria, "National Action plan 2017" 21). The harm suffered by Nigerian women during peace, conflict and post-conflict settings have shown that women are faced with novel roles and responsibilities. A full understanding of women's agency and other structural impediments associated with women's involvement with Boko Haram (whether voluntary or coerced) will present a better picture towards making progress.

Generally, the Nigerian situation with the use of women by Boko haram has shown that justice and peace building mechanisms are focused on just non-state actors alone as perpetrators. With this existence of this gap, much result may not be reached since women are also part of the group that perpetrate violence (especially those acts done without coercion). Blair *et. al* has further pointed out that the focus on "conceptualizing perpetrators as only armed actors" has shifted the interest of sponsors on legal remedies for adjudication of criminal cases on sexual violence alone (3). Although law serves as a tool of social change, this approach may not be sustained in the case of Nigeria as the problem that women encounter are multifaceted rooted in religion, gender discrimination, patriarchy, and deep-rooted cultural norms. This also is a fear expressed by Struckman (22).

It has also been observed that women with disabilities or chronic diseases are excluded or not mentioned in the NAP. As Nigeria is awaiting a third NAP, there is need to make provision for women of all classes, including those with disability or chronic diseases, as the impact of conflict have changed the dynamics of these women's lives and exposed them to new vulnerabilities. This should be done without any discrimination but with the recognition of the dynamic roles of women. Further, Fubara-Manuel *et. al* states that the word disability was missed in the NAP which may be due to the oversight by the principal document (UNSCR 1325). The authors describe the situation thus:

> It assumes that all women and girls to be reached with the framework are persons without disabilities or disabling conditions. The closest provision under "Protection" in the framework that could be used to link to issues of disability is the "provision of adequate and accessible humanitarian services" and in this case, we may be stretching the boundaries of the word "accessible" to include accessibility for those with disabilities. (129)

4. Pillars of the Nigerian NAP

The Nigeria NAP has five pillars compared to UNSCR 1325 which has four pillars focused on "prevention, protection, participation, and relief/recovery" (PeaceWomen, "What is UNSCR 1325"). Under the 2013 plan, the pillars were grouped as: "prevention, participation, protection, prosecution, and promotion" (The Federal Republic of Nigeria, "National Action Plan 2013" 20). However, the scope of the 2017 NAP include: "Prevention and Disaster preparedness, Participation and representation, Protection and prosecution, Crisis Management, early recovery and post-conflict reconstructions and partnership, coordination and management" (The Federal Republic of Nigeria "National Action Plan 2017" 14).

The participation pillar in the 2013 NAP was focused more on the full and active participation of women in the Military: pedagogy of women and girls as intercessor and ensuring increased participation in peace keeping mission in the security sectors (The Federal Republic of Nigeria, "National Action Plan 2013" 20). The 2017 NAP is different as it has a different outlook on engaging women for effective participation in politics and peace building processes (The Federal Republic of Nigeria "National Action Plan 2017" 14). Even with the provision made by the NAPs, women's participation is still low, and less recognition is given to how they are represented, even in conflict and post-conflict settings. This is because the perception of the public is focused on women as casualties of war which has caused their experiences to be kept confidential (Atim 61).

Olaitan further provides the elements that hinder women's participation thus: "institutions and systems that are hindering the facilitation of women's participation in politics at a pronounced level are most times often responsible in these cases. This system achieves this by limiting the role women can play primarily within the important decision-making process in a

wide spectrum" (3). It is prime to note that in analyzing the role of Nigerian women in counterinsurgency, it necessary to understand Agbiboa's notation on population-oriented counterinsurgency and strive instead to deliberately employ women in the measures as actors who would achieve results and not just as mere representatives based on gendered perception (3).

Both findings from Atim and Olaitan are further collaborated by the workshop convened by Partners West Africa Nigeria (PWAN) in 2018. Using the second NAP, PWAN tried to increase the awareness and the importance to include more women in peace and security agenda. From their interactions with the participants and relevant stakeholders, it was discovered that "women still remain invisible in the implementation of NAP and their voices inaudible in discourse around peace-building, negotiation and mediations" (Partners West Africa Nigeria 4).

The low inclusion of Nigerian women towards the effectiveness of the NAP cannot be disassociated with the problem of lack of the awareness creation about the plan among the citizens, government officials and other stakeholder (Partners West Africa Nigeria 6). The creations of awareness around women's issues are a fundamental principle of the Nigerian NAP which is linked to the "promotion" pillar. It is a problem that has lingered from the first plan till date. Authors like Eka Ikpe highlighted the activities of West African Network for Peacebuilding (WANEP) as one of the NGOs that have made serious contribution towards translating the UNSCR 1325 into the basic local languages (Ibo, Hausa, and Yoruba) through its project titled "*Women in Peacebuilding Network (WIPNET)*" (96).

With the precedent which has been set up by WANEP, there is need to translate both the NAPs, ZAPs, and SAPs into local languages to ensure the full understanding and participation by all interested parties in the Nigerian society. So far, only the Bauchi State SAP has been

translated into Hausa within the Northern State which will be attributed to International Alert and UN women Nigeria's sponsored project in the State (Women Peace and Security in Nigeria).

POLICY FRAMEWORK AND NATIONAL ACTION PLAN FOR PREVENTING COUNTERING VIOLENT EXTREMISM

The Nigerian Policy Framework and National Action Plan for preventing Countering Violent Extremism was introduced and presented to the populace on the 13th of February 2018 (The National Counter Terrorism Centre). The policy recognized women as both victims and perpetrators including situation where women and girl have to perform the two-fold responsibilities of instances of culprit and victims. The policy further emphasized the need to draw insights from their experiences to create programs aimed at protecting women and girls. Women organizations were identified as the principal organ to ensure that the security and livelihood for women and girls are secured in policy and programming (The Federal Republic of Nigeria, "Policy Framework and National Action" 18).

CHAPTER 4

RECOMMMENDATIONS AND CONCLUSIONS

This thesis attempts to discuss the violence suffered by women during times of war and post-conflict settings in the Federal Capital Territory and three States: Adamawa, Borno and Yobe. It seeks to analyze the Nigerian NAPs to assess its compliance with the UN resolutions on sexual violence in Conflict. The thesis has three objectives based on the research questions. The first objective is to examine how sexual violence endured by women in conflict situations impact women's civil, political, and economic welfare in post-conflict communities. The second goal of the thesis is focused on examining if policies and legal framework for the prevention of sexual violence in conflict and post-conflict that exist in Nigeria are sufficient to cure the menace. It includes measuring to what extent that they have been, and continued to be, implemented in Nigeria. Finally, the third objective is focused on assessing how the collaborative efforts among the key stakeholders will assist in protecting women's rights, confronting sexual violence, and promoting gender equality.

In answering the research questions, the work is divided into four chapters. The first chapter establishes the background for the work as it further provides the connection between women's rights, conflict, and international security; the definition of the various terms related to the research; the research methodology and hypothesis. Post-colonial feminist theory was employed as the theoretical framework used to analyze the connection between sexual violence in conflict in Northern Nigeria and women's rights. The adoption of the theory tries to "unpack the assumed universality of experience between women that earlier (and particularly liberal and radical) feminisms relied upon" (Whitworth, "Feminist Perspectives" 111) by highlighting the peculiar experiences of Northern Nigerian women in both peace, conflict, and post-conflict

situations. Their experiences cannot be taken away from the tragedies of colonization, which is embedded in systematic, cultural, and social norms. Significantly, the chapter examines the review of literature around the research focus. Several authors have written about sexual violence in conflict and the continuum of violence. In narrowing the scope of the research, the review was limited to scholarship closely related to the research including sub-themes around: (1) sexual violence against women in peace, conflict, and post- conflict, and (2) sexual violence in conflict continuum.

The recurring themes are based on three gaps. First, there is an existence of violence against women which is traceable to the home, community, and public spaces. The "family and community dynamics" have an enormous influence on women's lives as most perpetrators include both state and non-state actors. Secondly, Nigerian women are important in the Boko Haram agenda as they are knowledgeable about their families, homes, and community leading to the use of women as perpetrators and intelligence agents. Rape is also used by Boko Haram as a "weapon of war". Thirdly, the cause of sexual violence is traceable, in part to lack of access to justice, poverty, economic hardship, gender inequality and discrimination against women.

Chapter two is focused on the examination of the continuum of violence from pre-conflict to post conflict settings. It provides a brief history of the series of events that happened in Northern Nigeria more than ten years ago with the Boko Haram insurgency. The major highlights were the kidnapping of Chibok and Dapchi girls in Borno and Adamawa, respectively. In pre-conflict settings, early child marriage, lack of education and rape were used as examples to illustrate the prevalence of gender inequality, discrimination and sexual harm against women which have contributed to the continuity that is exhibited in conflict and post-conflict settings. During conflict, women and girls' experiences of harm are dynamic as they are used for sexual

activities and symbols to achieve the objectives of the group. It was discovered that the

increasing use of women by Boko Haram was in retaliation for the restraint by the Government

that led to the detention of their families' members.

As victims, women are positioned to reproduce the next generation of fighters and to

satisfy the sexual activities of its members. The reproductive age of women is used as a criterion

to distinguish the eligibility for marriage, sexual activities, or domestic use. In perpetrating the

harm, women are either coerced or punished to perform their new responsibilities. Women are

also used as perpetrators in carrying out attacks such as suicide bombing missions. To

understand the ways Boko Haram acquired women aside from kidnapping, Hiliary Matfess's

finding on the ways Yusuf married his wives was used to explore the motivations behind the

membership of women and Boko Haram members. In addition, women and girls are also

engaged in domestic activities, used as slaves and intelligence gathering agents (65).

Upon return or rescue from the Boko Haram camps, women and girls find themselves

living in host communities or IDPs. Their integration into the communities is a lot harder as they

are discriminated against in their communities, have lost their means of living as most of them

depend on their husbands and male relatives for their sustenance. Even in the camps, Nigerian

women are forced to interchange sex for food and other material needs with either State

personnel or private individuals who were mandated to protect them. The threat by perpetrators

and the practice of silence have prevented the women from reporting the cases to the police or

other security personnel.

Most of the women who have returned either pregnant or with children often face

challenges with their reproductive and sexual health needs. This is due to the sexual activities

they were involved in before their time of capture. The IDPs camps are ill-equipped with the

medical facilities to cater for the health needs of women including the dissemination of informed education about STIs, HIV/Aids and other chronic diseases. Since committing abortion is a crime, most of the women have limited options of aborting their children resulting from gang rape etc. The poor state of the medical facilities has also increased the mortality rate at the IDPs.

In chapter three, the thesis explored the pitfalls of laws and policies currently in place. The existing policies and legal framework were examined to understand the protection afforded to women and the extent that the laws are implemented in the FCT and the States under study. In examining the policy framework, particular reference was made to the two Nigerian NAPs on Women, Peace, and Security. Despite Nigeria's obligation to both international and regional frameworks, there is still a persistent problem of ratification of the treaties into local laws. This can be traced to the various state laws which are also affected by the lack of implementation of federal laws at the state levels.

SUMMARY OF FINDINGS

1. **How does sexual violence suffered by women in conflict situations in Northern Nigeria (specifically in Borno, Adamawa, Yobe and FCT) impact their civil, political, and economic welfare in post-conflict communities**

With the exploration of the three phases of conflict against women, it was discovered that the human rights violations endured by women have an impact on their civil, political, and social welfare. Women's deprivation in participation towards community building and the continuity of sexual abuse are linked to cultural practices, social norms, structural inequalities, discrimination, and gender inequalities. Patriarchy has an influence on the value and perception of women. Boko Haram members utilized the governance and structural gaps caused by the lack of the Government's efforts to provide for the citizens' needs to lure and gain trust among the locals.

Yusuf, one of their leaders, preached against women's marginalization and pushed for the promotion of Islamic education.

Regardless of their religious affiliations, women in post-conflict settings are faced with economic hardship as many have lost their spouse or the male relatives who catered for the family. Therefore, gender roles change as women must take up new roles and responsibilities to take care of their household. Findings from other studies have also shown that the lives of women and girls while living at the Boko Haram camps are much better and lucrative than living in post conflict communities. Many of the women are forced to resort to sex work, perform menial jobs, offer sex for material needs or return to the Boko Haram camp.

Boko Haram, like most terrorist groups, has resorted to the use of women for sexual and domestic uses. The roles of women, which are either voluntary or coerced, make it difficult to understand the motivations behind victimization and agency. As a strategy, Boko haram has used sexual violence to ensure the flow of the organization's objectives while rape as a "tactic of war" is used by the members of the group to satisfy the sexual desires of its members. With the International attention on the #bringbackourgirls, Boko Haram leveraged it to seek ransom and make demands to the Government. The subjection of women's bodies for sexual activities often exposes women to sexual and reproductive health challenges which may result in disabilities, health complications or death. In the IDPs, it was recorded that there are limited health facilities and women are often threatened by medical personnel to receive services.

2. **Are the policy guidelines and legal framework for the prevention for sexual violence in conflict and post conflict settings sufficient, and to what extent have they been and continued to be implemented in Nigeria**

Nigeria has complied with UNSCR 1325 mandate to produce two NAPs between 2013 – 2020. However, the document is not inclusive as it lacks legislative input and consultation. The lack of consultation of the legislative arm of Government is defective as it is the arm of government empowered to make laws and policies. The challenge is also closely affiliated with the Nigerian Government's lack of interest, and political will in protecting women's welfare, especially as it related to the women peace and security agenda.

With respect to the inclusion of emerging areas such as violent extremism, the 2017 NAP acknowledged that women function under two roles as both victims and perpetrators, but its interventions are focused more on women as victims. The provisions of the NAP also missed out the role of state actors as perpetrators. Many of the Nigerian Government's agents have been caught committing various forms of atrocities against women. The promotion of transactional sex as a means of accessing resources while on a counter terrorism mission is described as "counter-productive" (Njoku 1011). The neglect by the Government in denying and prosecuting the offenders further manifests the lack of interest by the Government in protecting and promoting women's rights.

There is a lack of Government commitment to providing budgets for the implementation of the NAP projects. This problem is attributed to the fact that the implementing body i.e., the FMWASD is a government entity whose funding comes from the Government. Civil society and key stakeholders rely on external and international organizations funding for most of its projects, including the development of the NAPs and the SAPs in various States.

Nigeria still lacks a comprehensive Federal and State law that provides for the protection of the rights of women. The closest law has been the VAPPA which is yet to be passed as a State law in most States, especially in the North-east. The advocacy for the Act began in 2002 but the bill was altered by the legislators to make sure that the law is gender neutral. The provisions of the VAPPA are not comprehensive enough to meet up with the realities and experiences women encounter because of sexual abuse. The sentencing guide for gang rape, for instance, is not comprehensive enough to commensurate with the offence.

As a signatory to both International and Regional treaties, Nigeria is failing in its obligations to domesticate the provisions in the National Laws. The Maputo Protocol which is the most progressive with its provisions for the protection of the rights of women is not reflected in any part of the constitution or national laws. The Child Rights Act which emanated from the Convention on the Rights of the Child is obsolete and due for an amendment. Nineteen years after its enactment, the Northern States, including the states under review, have failed to domesticate them as law. The limiting factors are based on gender inequality, cultural norms, discriminatory and religious practices.

RECOMMENDATIONS

Following the discussions in this work, the recommendations include:

1. The current Government need to ensure that all Ministries and parastatals should cooperate and expedite the effort with the Ministry of Women affairs and Civil society to develop the third NAP. In developing the third NAP, survivors of conflict need to be consulted to understand their needs and ensure that it is well captured. The NAP should also be tailored to address the identified local

challenges and ensure that solutions are local-centric in nature. The NAP should also contain a comprehensive gender responsive budgeting arrangement which enables key actors to deliver on the planned activities and include provisions to counter violent extremisms in the NAP.

2.   The three arms of Government need to form a synergy to ensure the participation of the Legislative and Judicial arm of government in the various processes instituted by the Nigerian Government towards ensuring that women's welfare and rights is always protected. Additionally, members of the civil society and other key stakeholders need to be consulted.

3.   The Federal Government needs to broaden the agencies and ministries that would be saddled with the implementation of the NAP under the coordination of a specialized agency under the presidency, the governor's office in the states and the local government chairperson's office in the local government level.

4.   The Government and civil society organizations needs to reduce, if not completely eradicate, reliance on foreign donors who end up dictating policies and implementation of measures alien and incapable of addressing local and unique challenges faced in Nigeria.

5.   In all local engagement, women activists and civil society organizations need to make deliberate effort to ensure that women are adequately represented in countering violent extremism based on their merit to achieve results and not gendered perceptions and population-centered representation.

6.   The Government need to complete the domestication of CEDAW and other relevant treaties including amending the Constitution of Nigeria to accommodate

women's rights in specifics and the Terrorism Prevention Act 2013 to criminalize

sexual assault by Boko Haram on women and girls. Other provision of the laws

which may be obsolete or discriminatory such as the Evidence Act provision of

rape, definition assigned to a child in the Nigerian Constitution needs a review

and immediate amendment.

SUGGESTED AREAS FOR FURTHER RESEARCH

This research is by no means exhaustive on the understanding of the sexual violence in

conflict against women in Nigeria. Therefore, this research suggests that further examination

needs to be investigated on the dynamics of the use of Nigerian women as victims and

perpetrators especially in Northern States. This will help to ensure that counterinsurgency

mechanisms developed capture the need of the survivors and lead to further progress towards

ending the insurgency.

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Appendix A: National Action Plan for the Implementation of UNSCR 1325 and Related Resolutions in Nigeria 2003

National Action Plan for the Implementation of UNSCR 1325 and Related Resolutions in Nigeria

National Action Plan for the Implementation of UNSCR 1325 and Related Resolutions in Nigeria

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Acronyms

CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSO	Civil Society Organization
DDR	Disarmament, Demobilization and Reintegration
DPP	Directorate of Public Prosecution
DV	Domestic Violence
ECOWAS	Economic Community of West African States
EWER	Early Warning and Early Response
FBO	Faith Based Organisation
FMoE	Federal Ministry of Education
FMoH`	Federal Ministry of Health
FMoJ	Federal Ministry of Justice
FMoYD	Federal Ministry of Youth Development
GDD	Gender Disaggregated Data
HIV/AIDS	Human Immune-Deficiency Virus/ Acquired Immune Deficiency Syndrome
HTP	Harmful Traditional Practices
IDP	Internally Displaced Person
IEC	Information Education and Communication
INEC	Independent National Electoral Commission
IPCR	Institute for Peace and Conflict Resolution
JTF	Joint Task Force
LAC	Legal Aid Council
LACVAW	Legislative Advocacy Coalition on Violence against Women
LGA	Local Government Area

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MDAs	Ministries, Departments and Agencies
MFA	Ministry of Foreign Affairs
MOD	Ministry of Defense
MNGs	Multi-national Corporations
NA	Nigerian Army
NAP	National Action Plan
NAPEP	National Agency for Poverty Eradication Programme
NAPTIP	National Agency for the Prohibition of Trafficking in Persons
NASS	National Assembly
NAWOJ	National Association of Women Journalists
NCWD	National Council for Women Development
NDA	National Defense Academy
NDC	National Defense College
NDE	National Directorate of Employment
NEMA	National Emergency Management Agency
NERDC	National Educational Resource Development Council
NGO	Non-Governmental Organization
NGP	National Gender Policy
NHRC	National Human Rights Commission
NJC	National Judicial Commission
NOPSWECO	Network of Peace and Security for Women in ECOWAS
NPF	Nigerian Police Force
NPP	National Peace Policy
NSC	National Steering Committee
NSRP	Nigeria Stability Reconciliation Programme
NUJ	National Union of Journalists

NULGE	National Union of Local Government Employees
OCHA	Office for the Coordination of Humanitarian Affairs
OSGF	Office of the Secretary to Government of the Federation
OSSAP-MDG	Office of the Senior Special Assistant to the President on MDGs
SEA	Sexual Exploitation and Abuse
SEMA	State Emergency Management Agency
SGBV	Sexual and Gender Based Violence
SSR	Security Sector Reform
SSS	State Security Service
SURE-P	Subsidy Re-investment and Empowerment Programme
TAC	Technical Aids Corps
TMETF	Technical Monitoring and Evaluation Task Force
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNSCR	United Nations Security Council Resolution
VAP	Violence Against Persons
VAW	Violence Against Women
WPS	Women Peace and Security

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The development of the National Action Plan (NAP) for the implementation of United Nations Security Council Resolution 1325 became imperative for the inclusion of Women in the process of peace building, peace keeping, conflict resolution and management in Nigeria. This has become so because Nigerian women have paid a heavy price in the long and violent conflicts that have been ravaging the country especially in the past two decades. The women have continued to endure unprecedented levels of sexual violence and assault, along with related HIV infections, involuntary pregnancies and health complications as a result of abuses. Violent conflicts have forced several women to flee from their homes.

Often, their male family members have gone to participate in the conflicts or have been maimed or killed, leaving the households headed by women to fend for themselves and the entire family. Women even at displaced camps experience increased insecurity that comes from not having their traditional support systems available. They suffer from food insecurity that comes from not having an adequate means of livelihood and from culturally prescribed, and in some cases, legal prohibition on owning land. Women and girls live in fear of being kidnapped and used as war exploits, sex slaves and domestic servants. Additionally, they suffer from post-traumatic stress disorder and other psychological consequences of conflict. The incidents of flood in the country have exacerbated the situation of women exposing them to further pressure and untold hardship.

The United Nations Security Council Resolution 1325 (UN Resolution 1325) on women, peace and security, which was adopted by the Security Council on 31 October, 2000, presents a comprehensive political framework within which the protection of women and their role in peace processes can be addressed. For the first time, the Council called for comprehensive assessment of the impact of armed conflict on women and girls, the role of women in peace- building and the gender dimensions of peace processes and conflict resolution.

UN Resolution 1325 is dedicated entirely to the link that exists between armed conflict, peace building and the gender dimension and builds on the Convention on Elimination of all Forms of Discrimination against Women (CEDAW), the Beijing Platform for Action, the Windhoek Declaration and the Namibia Plan of Action on mainstreaming, a gender perspective in Multi-dimensional Peace Support Operations adopted in Windhoek in May 2000. The UN Resolution 1325 provided the first international legal and political framework recognizing the disproportionate impact of armed conflicts on women as well as the pivotal role of women in peace-building. It acknowledges the importance of the participation of women and the inclusion of the gender perspective in peace negotiations, humanitarian planning, peacekeeping operations, post-conflict peace-building and governance. It is first and foremost about peace and security but rooted on the premise that women's inclusion (their presence and participation) in the peace process, their perspectives, or their contribution to peace talks will improve the chances of attaining viable and sustainable peace.

A NAP reflects government's commitment as well as accountability in ensuring the security of women and girls during armed conflicts and enhancing their active and direct participation in conflict prevention and peace building as well as post-conflict efforts. It is also a practical and operational tool for those affected by armed conflicts – women, children and communities to be

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informed about the governments' response to their plight including assistance programme options available to them.

For frontline enforcement agencies and other peace-keeping forces, the NAP affirms their significant role in protecting the physical safety and security of women and girls from sexual and gender-based violence and in identifying their specific needs in the times of crises as NAP enjoins peace-keeping forces to strictly observe the highest standards of conduct and behavior of the armed forces vis-a-vis women, girls and other vulnerable groups in the communities during such emergencies.

NAP further serves as a useful roadmap in defining the important and distinct roles of implementers of UN Resolution 1325 both at the policy level and enforcement levels. It ensures that government programmes respond to immediate and long term needs of women and children before, during and after conflict. Government, Civil Society, Community Organizations and all relevant stakeholders engaged in peace, security, governance, elections and humanitarian efforts will find the roadmap useful. Development Partners who seek to provide support to address gender inequality in all the pillars relevant to the Nigerian situation - Prevention, Participation, Promotion, Protection and Prosecution will provide the much needed guide to be part of strengthening women, peace and security processes in Nigeria. I wish to remind all that the implementation of the NAP is the key to a result-oriented and success story in the women, peace and security agenda in Nigeria and Africa.

Hajia Zainab Maina, MFR, FCIA,
Honourable Minister,
Ministry of Women Affairs & Social Development,
Abuja.

The Ministry developed an Action Plan on UN Resolution 1325 in response to the mandate of the United Nations Security Council that State Parties (Governments) implement UN Resolution 1325. Nigeria is a UN member state and having adopted and ratified the resolution, it is mandatory for the country to draw up an Action Plan on UN Resolution 1325, even when there is no war, every member state is expected to come up with the National Acton Plan (NAP).The Nigerian society is not at war but is not free from various conflicts.

War has always had an impact on men and women in different ways, but possibly never more so than in contemporary conflicts. While women remain a minority of combatants and perpetrators of war, they increasingly suffer the greatest harm.

In contemporary conflicts, as much as 90 percent of casualties are among civilians, most of whom are women and children. Women in war-torn societies can face specific and devastating forms of sexual violence, which are sometimes deployed systematically to achieve military or political objectives. Women are the first to be affected by infrastructure breakdown, as they struggle to keep families together and care for the wounded. Women may also be forced to turn to sexual exploitation in order to survive and support their families.

Even after conflict has ended, the impact of sexual violence persists. These include unwanted pregnancies, sexually transmitted infections and stigmatization. Widespread sexual violence itself may continue or even increase in the aftermath of conflict, as a consequence of insecurity and impunity. Coupled with discrimination and inequitable laws, sexual violence can prevent women from accessing education, becoming financially independent and from participating in governance and peace building.

Moreover, women continue to be poorly represented in formal peace processes, although they contribute in many informal ways to conflict resolution. In recent peace negotiations, for which such information is available, women have represented fewer than 8 percent of participants and fewer than 3 per cent of signatories, and no woman has ever been appointed chief or lead mediator in UN-sponsored peace talks. Such exclusion invariably leads to a failure to adequately address women's concerns, such as sexual and gender-based violence, women's rights and post-conflict accountability.

However, the UN Security Council now recognizes that women's exclusion from peace processes contravenes their rights, and that including women and gender perspectives in decision-making can strengthen prospects for sustainable peace. This recognition was formalized in October 2000 with the unanimous adoption of resolution 1325 on women, peace and security. The landmark resolution specifically addresses the situation of women in armed conflict and calls for their participation at all levels of decision-making on conflict resolution and peace building.

Stresses in society put increasing strain on the family and often times the challenge is to respond to the special and repeatedly neglected needs of women as a result of conflict. As presented by the context, women are most affected in conflict situations; basically, they are disproportionately disadvantaged in terms of personal safety, access to resources and human rights. They become the single heads of households and are forced to travel to camps for refugees or internally displaced persons. However, despite being victims of conflict, they can be instrumental to conflict resolution, management and peace building processes.

Clearly, these challenges are concerns that the UN Security Council Resolution and corresponding resolutions (1820, 1888, 1889 and recently, 1960 of 2010) are poised to address.

The foregoing no doubt provides apt justification for FMWASD as the national machinery in view of its mandate, to cater for the concerns and aspirations of women and development of girls, to provide leadership in implementing the UNSCR 1325 in the country.

The overall goal of the project is to develop a National Strategic Framework and Plan of Action for the implementation of UNSCR 1325 in Nigeria anchored on the following priorities:

- Participation: Increased political empowerment for women and engagement at all levels of decision making.

- Justice, Protection and Peace: A more effective and credible justice and security environment for women during and after conflict.

- Economic Resource and Support: Allocation of greater and more sustainable financial resources to support women in recovery processes.

The process aims to facilitate the development of a National Action Plan that will contribute to the women, peace and security agenda. UN women (Nigeria) is supporting the National Gender machinery to develop and articulate strategies that would strengthen women's organizations to participate in peace processes as well as ensure that gender perspectives are included in peace keeping operations. It is expected that key government MDAs and CSOs involved in peace and security will participate in the broad process.

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The specific objectives are to facilitate the development of Strategic Framework and National Action Plan that will contribute to women peace and security agenda , as well as develop and articulate strategies that would strengthen women organizations to participate in the peace process to ensure gender perspectives and included in peace keeping, peace building, conflict resolution and management.

The objectives also include the need to increase women visibility, representation and participation, leadership and decision-making in national mechanisms for prevention, management and resolution of conflict in Nigeria.

The Areas of focus or the Scope is termed the **PILLARS** on which the NAP stands.

The Pillars and areas of coverage include:

PREVENTION, PARTICIPATION, PROTECTION, PROSECUTION, PROMOTION

The Pillars known as the 5Ps have various elements which formed the strategic objectives for the NAP. The Nigerian NAP endeavored to ensure a high level of accountability, learning and planning (Monitoring and Evaluation). Accountability, Learning and Planning System will form the basis of ensuring a vigorous monitoring mechanism that does not only inject efficiency into the implementation of NAP but also a system of constant learning.

A successful implementation of Nigeria's NAP on UN Resolution 1325 would largely depend on proper funding and political will. Although not at war, the multifarious security challenges occasioned by activities of armed groups and extant criminalities across the country, its consequent humanitarian realities on women and the fact that Nigeria is a significant troop contributing country to UN peace keeping missions around the globe makes it imperative to prioritize budgeting with a gender perspective.

I wish to extend my thanks and appreciation to the stakeholders, UN Women, ECOWAS Gender Development Centre, Nigeria Stability Reconciliation Programme (NSRP), and the consultants who provided technical expertise to the process for the development of NAP for the implementation of UN Resolution 1325 in Nigeria. I recognize the efforts of the desk officer and other staff of my department who worked tirelessly to ensure that the NAP 1325 is developed.

E. O. ADEYEMI (MRS)

DIRECTOR WOMEN AFFAIRS,

FMWASD,

ABUJA.

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Acknowledgement – Permanent Secretary, Ministry of Women Affairs and Social Development

The development of the Nigeria's National Action Plan (NAP) 1325 was very inclusive and participatory. It benefitted from contributions from a wide spectrum of institutions, government, civil society, faith based organizations, individuals and development partners. We use this opportunity to thank all individuals and institutions who contributed directly and indirectly in providing guidance, support and inputs to the report.

Specifically, the NAP benefitted immensely from the Steering Committee on UN Resolution 1325 - Women, Peace and Security which provided guidance for the overall preparation process in a way that ensured inclusive participation. The Steering Committee includes Ministries, Departments, Agencies, Military, Para-Military, Police, Civil Society Organizations, UN System and Development Partners.

FMWA&SD is grateful to UN Women for their technical and financial contribution towards the development of NAP on the implementation of UN Resolution 1325.

Special thanks to ECOWAS Gender Development Centre for their financial contribution to the process. The Centre continues to support the course of gender mainstreaming in the sub-region.

We are most grateful for the financial support of the Nigeria Stability Reconciliation Programme (NSRP) a DFID-funded programme, for supporting the zonal consultations and Steering Committee Meeting in the process of developing NAP.

We acknowledge the consultants of this process, Dr. Lydia K. Umar of Gender Awareness Trust, Mr. Chukwuemeka Eze of WANEP, Hajia Bilkisu Yusuf of Abantu for Development and Mrs. Grace Awodu of Institute for Peace and Conflict Resolution for their technical expertise towards the development of Nigeria's NAP. The process was guided by them.

We would also like to acknowledge the Director of Women Affairs, Mrs. Esther O. Adeyemi and her staff for their support to the process and even beyond the routine obligation to work.

Finally, to all women who play multiple roles in the society, we dedicate the NAP 1325 to your efforts and struggle. We hope the work will provide the much needed guide to our collective search for peace and security.

Dr. George. A. Ossi; FCAI,

Permanent Secretary,

FMWA&SD,

Abuja.

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Background

Nigeria is situated on the Gulf of Guinea in West Africa and is the most populous country in Africa with over 160 million people and more than half of the population of the entire West Africa. The last population census of Nigeria puts women as over 51% of the entire population. The country has more than 450 ethnic group including Hausa, Fulani, Yoruba, Igbo, Ijaw and about 250 ethno-linguistic groups and the dominant religions are Islam, Christianity and traditionalists. It shares borders with Benin, Niger, Cameroon, and Chad. Nigeria was a British colonial creation. It came into being in January 1914 with the amalgamation of the Colony of Lagos (first annexed in 1861), the Southern Protectorate (established 1885 - 1894) and the Northern Protectorate (pacified by 1903). Hitherto, the British had administered them as separate but related territories.

Nigeria was granted its independence on 1st October 1960, originally with Dominion status. In 1963, Nigeria broke its direct links with the British Crown, and became a Republic within the Commonwealth. The independence constitution provided for a federation of three autonomous regions - Northern, Western and Eastern - each with wide-ranging powers, its own constitution, public service, and marketing boards.

In the early 1960s, the inherited regional structure led to a series of crises and conflicts, both within and between the 3 ethno-centric regions, as competition grew for control over the federal centre. The 1964 federal elections were marred by violence and rigging. Inter-party and inter-ethnic tensions continued, leading ultimately to a military takeover in January 1966. Thereafter Nigeria's post-independence history has been marked by a series of military interventions in politics: coups, counter-coups, and a civil war (1967-70) when the Eastern Region attempted to secede as the Republic of Biafra. Over 1 million died in the conflict. Nigeria has only enjoyed three short periods of civilian rule - 1960-65, 1979-83, and 1999 to the present. The intervening periods, which total 29 years, saw military governments in place.

Nigeria is a lower-middle income country, the second largest economy in Sub-Saharan Africa, and it is the World's 8th largest producer of oil with a current output of about 2.4 million barrels per day of quality crude. Capacity is closer to 3 million barrels per day, but a poor security situation especially in the Niger Delta region prevents this being achieved. Although there has been increasing focus on

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diversifying the economy, it is still highly dependent on the oil/gas sector and sensitive to price fluctuations.

Despite Nigeria's oil wealth, Nigeria's GDP per capita is low and unemployment is at approximately 24%. Few Nigerians, including those in oil-producing areas, have benefited from the oil wealth. Social indicators in Nigeria are also low as the country is adjudged to have approximately 10% of the world's children that are out of school, and accounts for 10% of the world's child and maternal deaths and 25% of global malaria cases. Nigerian women account for the larger percentage of its poor citizens and bear the brunt of poverty and hardship more than their male counterparts.

Nigeria faces immense challenges in accelerating growth, reducing poverty and meeting the Millennium Development Goals (MDGs). In May 2004, Nigeria launched its National and State Economic Empowerment and Development Strategies (NEEDS and SEEDS) for growth and poverty reduction based on 3 pillars:

(i)   empowering people and improving social service delivery;

(ii)   improving the private sector and focusing on non-oil growth; and

(iii)   changing the way government works and improving governance.

This was followed in 2007 by Late President Yar'Adua's 7-point agenda. This focused on energy, security, wealth creation, education, land reform, mass transit and the Niger Delta. Some good progress was made, particularly at federal level on macroeconomic stabilisation and procurement, as well as on financial sector reform. President Jonathan has laid out a wide-ranging transformation agenda that aims to reform the Nigerian economy to meet the future needs of the Nigerian people.

Nigeria is the predominant power in West Africa and regarded as one of the African Union's "BIG FIVE". It was instrumental in the creation of the Economic Community of West African States (ECOWAS) in 1975. Under the ECOWAS umbrella, Nigeria has taken the lead in conflict resolution in several West African civil wars, contributing troops to Liberia (twice) and Sierra Leone. Nigeria has also played an important peace-keeping role in other conflicts, most recently in Sudan, Sao Tome, and Cote d'Ivoire. Nigerian peacekeeping troops are currently stationed in Darfur as part of the African Union mission, and Nigeria is - globally - the fourth largest contributor to peacekeeping operations.

Since its independence in 1960, thousands of Nigerians have lost their lives in various levels of armed conflicts and violence. Many more have become perpetually internally displaced. Within the last two decades, Nigeria has grappled with a plethora of conflicts which have

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sapped enormous energy and resources meant for economic development and improving the living standard of its citizens.

These conflicts have placed tremendous burdens on Nigerian communities especially women who suffer displacement, loss of families and livelihoods, various forms of gender-based violence and the responsibility of sustaining entire communities. Violence against women in conflict and post conflict situations is complex and deeply rooted in the country. Women are systematically experiencing various forms of violence that affect their lives, hinder their personal development as well as their contribution to community and nation building/socio-economic development.

Nigerian women have paid a heavy price in the long and violent conflicts that have been ravaging the country especially in the past 2 decades. From Plateau to Kaduna, Borno to Benue, Lagos to Jigawa, Anambra to Kogi they have continued to endure unprecedented levels of sexual violence (many unreported), and assault, along with related HIV infections, involuntary pregnancies and health complications as a result of rape and other sexual abuses. Violent conflicts have forced several women to flee from their homes. Often their male family members have gone off to participate in the conflicts or have been maimed or killed, leaving women heading households fending for themselves and the entire family. Women even at the displaced camps experience increased insecurity that comes from not having their traditional support systems on hand. They suffer food insecurity that comes from not having an adequate means of livelihood and from culturally prescribed, and in some cases, legal prohibition of owning land. Women and girls live in fear of being kidnaped and used as sex slaves or as domestic servants. Additionally, they suffer from posttraumatic stress disorder and other psychological consequences of conflict.

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Introduction

The issue of women, peace and security came to the fore when in June 2001, the then Secretary General of the United Nations; Mr. Kofi Annan issued a very comprehensive report on conflict prevention that underscored the importance of gender equality, the cost of violent conflicts and the roles of non-governmental organizations (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's human rights in conflict prevention and peacebuilding[1].** In response, the Security Council passed Resolution 1325 on conflict prevention 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"[2].

Resolution 1325 on women, peace and security, which was adopted by the Security Council on 31 October 2000 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 in peace-building and the gender dimensions of peace processes and conflict resolution.

UNSCR 1325 is dedicated entirely to the link that exists between armed conflict, peace-building, the gender dimension and builds on CEDAW, the Beijing Platform for Action, the Windhoek Declaration and the Namibia Plan of Action on mainstreaming a gender perspective in Multidimensional Peace Support Operations adopted in Windhoek in May 2000.

The resolution provided the first international legal and political framework recognizing the disproportionate impact of armed conflicts on women as well as the pivotal role of women in peace building. It acknowledges the importance of the participation of women and the

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[1]Report of the Secretary-General to the Security Council on Conflict Prevention, A/55/895 – S/2001/574, 7 July 2001 http://www.un.org/Docs/sc/reports/2001/574e.pdf

[2] Hill, Felicity. The Illusive Role of Women in Early Warning and Conflict Prevention. Paper prepared for UNIFEM.

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inclusion of gender perspectives in peace negotiations, humanitarian planning, peacekeeping operations, post-conflict peace-building and governance. It is first and foremost about peace and security but rooted on the premise that women's inclusion (their presence and participation) 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 eighteen 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 architecture.[3]

The United Nations Security Council recognized that the national implementation of UNSCR 1325 and related resolutions is an important tool for furthering the women, peace and security agenda. This was why the presidential statements of 2004/40 and 2005/52, called on member states to implement resolution 1325 including the development of National Action Plans (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.

A NAP 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 peace-building as well as post-conflict efforts. It is 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.

For frontline enforcement agencies and other peace-keeping forces, NAP affirms their significant role in protecting the physical safety and security of women and girls from sexual and gender-based violence and in identifying their specific needs in times of crises as NAP enjoins peace-keeping forces to strictly observe the highest standards of conduct and

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[3]Adapted from WANEP's Guideline for developing and implementing NAPS

behaviour of the armed forces vis-a-vis women, girls and other vulnerable groups in the communities during such emergencies.

The 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.

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Process of Development of NAP in Nigeria

The Lead Agency

The development of Nigeria's National Action Plan (NAP) began in 11th March, 2011. It was organised under the overall leadership and guidance of the Federal Ministry of Women Affairs and Social Development which is the gender mechanism in the country. The process was supported by development partners. (1) Production of the NAP was assigned to consultants who were selected through a rigorous scientific method. The consultants engaged in a nationwide exercise and collated input from various stakeholders through several planning meetings, zonal consultation workshops and validation meetings. At the first meeting the brief on the modalities for development of National Action Plan on UNSCR 1325 was presented and adopted.

Expectations from Development and Implementation of NAP

The expectations of the Ministry and other stakeholders were to develop and implement a NAP that would ensure 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% Affirmative Action in peace-building and conflict management in the security sector;

Reduced prevalence of VAW in and post conflict situations.

Bridge the gaps in knowledge, policies, institutional capacity and deficits in the security and the development architecture in Nigeria.

Methodology

The methodology for the development of the NAP was participatory and involved various activities. The project phases comprised the following; a desk review, needs assessment in the form of the six zonal consultative fora for six geo-political zones, development of structured tools, pre-test and validation of the tools before use, development of strategic framework and action plan. Others are a steering committee meeting, national consultative forum/stakeholder's validation meetings, finalization and adoption of the document, publication, sensitisation and dissemination activities. It started with a situation analysis (through the consultations) of the women, peace and security issues in Nigeria. The

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research identified existing knowledge and gaps on women peace and security issues as well as progress made by the government and its agencies on the subject matter in order to articulate a national response. This process also included a stakeholder's consultation to validate the zonal findings on issues of peace and security in Nigeria.

NAP Development Activities

The first step to the development of the NAP were a series of planning meetings with consultants from which emerged a work plan (including time lines, roles and responsibilities) for the NAP and a finalized guide for facilitating the zonal and national consultations. Others were a roadmap for addressing policy and programmes gaps identified, National Strategic Framework /Action Plan in Nigeria, six zonal multi-stakeholder consultations and one national consultation/adoption. Subsequent workshops were organised to consider issues, gaps, analyze and develop strategic framework. An action plan was derived from the consultations. Participants were drawn from all the states in the country including the Federal Capital Territory (FCT) Abuja.

Stakeholders' Contribution

On completion of all zonal consultations, a national one was convened and the objectives were the following:

> To understand and brainstorm with the stakeholders on what the 1325 UN Resolution was all about;
>
> To develop a suitable and organized framework for the actualization of the 1325 resolution in Nigeria;
> To develop and construct a template and guidelines in the creation of NAPS' objectives in Nigeria;
> To identify and draw together all relevant government and non-governmental agencies needed for the development and actualization of 1325 UN resolution and NAPS operations in Nigeria;
> To come up with ways for the effective implementation of the National Action Plan (NAPS) and its finalization;
> To enhance women's participation in the peace process;
> Develop a data support mechanism to help women and girls in conflicts and post conflict situations.

The stakeholders also highlighted the following suggestions:

> More women should participate in the design of the peace process
> Women should be strategically placed for the implementation of the peace process
> The need for an effective mechanism to monitor the NAP action plan.

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Women should form at least 35% of the military and security forces in the country.

The templates adopted for Nigeria's NAP included strategic action, measurable performance indicators, key actors/responsible agencies, annual targeted funding, timeframe, and a plan for monitoring and evaluation (M&E).

Making the 5Ps a Priority

The stakeholders adopted the 5Ps namely, prevention, participation, protection, promotion and prosecution and identified templates as the body of the framework for the adoption of a National Action Plan (NAP) for Nigeria. They also discussed the various elements of the 5Ps as follows:

PREVENTION

Reinforce preventive performance i.e. strengthen women's roles/contribution in conflict resolution
Promote the culture of peace
Strengthening early warning and early response mechanisms.
Conduct research and documentation of lessons learnt and best practices
Identify and support the reforms of enactment of gender responsive laws and policies.

PARTICIPATION

Train women and girls as mediators, negotiators and conciliators in conflicts and post conflict situations.
Take special measures to ensure the participation of women at all levels of peace process.
Involvement of men and youths in the dissemination and enlightenment of the NAP.
Take Measures to ensure increased participation of women in peace keeping missions and in the security sectors.

PROTECTION

Strengthen women and girls' capacity to resist sexual and gender based violence during and after conflicts.
Empower women and girls in conflict and post situation.
Ensure socio-economic empowerment of women and girls in post conflict reconstruction and integration.
Provision of adequate and accessible humanitarian services.

PROMOTION

- Undertake massive enlightenment programs to increase awareness creation on the provision of 1325, 1889 and 1820.
- Intensify advocacy against traditional and cultural practices that
- inhibit or obstruct the effective implementation of 1325

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- Facilitate the engagement among government, civil society organizations and the media in the promotion of international, regional and national instrument on women, peace and security.
- Create adequate funding to ensure effective implementation of
- 1325 Resolution in Nigeria.

PROSECUTION

Establish special courts to try violators of women and girls during and after conflicts.
Initiate a process of collaboration between the police and social workers in the prosecution of gender based violence
Develop a robust transitional justice program in Nigeria.

DETAILED IMPLEMENTATION PLAN

PILLAR 1 PREVENTION	ACTIVITIES	PROGRESS NDICATORS	EXPECTED OUTCOME	KEY ACTORS
Strategic Objective: To prevent all types of violence against women and girls, enact and strengthen utilisation of existing laws. 1- Identify and support the reforms and/or enactment of Gender responsive laws and policies.	Advocacy to NASS for passage of Violence Against Persons (VAP) Bill and revision of discriminatory laws against women related to sexual offences Support LACVAW advocacy activities for passage of Bill Publicise Law Against Trafficking in persons Advocacy for the development of a policy on Internally Displaced Persons (IDPs) Revise National Peace Policy (NPP) to incorporate provisions of NAP, UNSCR 1325 and 1820	Number of Advocacy activities directed at NASS for passage of VAP Bill and revision of discriminatory laws Number of collaborative advocacy activities organised with LACVAW Number of Publicity activities undertaken and report of activities Submission of suggestions for revision of NPP to include provisions of UNSCR 1325 and 1820	Law on VAP passed and used to reduce incidence of violence against women and girls Increased understanding of and support for policies and laws on VAW among NASS members Publicity materials are being used Revision of discriminatory laws against women Improved legal/social status of women and girls Enhanced protection and respect for human rights of women and girls Increased power of IDPS and women to demand, secure and exercise their human rights. Trafficking in persons, particularly women and persons combated National Peace Policy revised to incorporate provisions of NAP, UNSCR 1325 and 1820 and more women are included in conflict resolution and peace building	FMWA&SD NASS CSOs/NGOs LACVAW OSSAP/MDGs NAPTIP IPCR NHRC LRC

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2- Reinforce preventive performance i.e. strengthen women's roles contribution in conflict resolution and capacity building	Appropriate training programmes in combating GBV for women at all levels are provided Women peacekeeping and humanitarian services personnel provided with relevant training Women at all levels are trained in detection of early warning and early response	No. of training sessions held for peace keepers on gender, human rights and GBV. No. of women peacekeeping and humanitarian services personnel provided with relevant training No of women at all levels are trained in detection of early warning and early response to conflict	Personnel deployed for peacekeeping at various levels recognize and respond to GBV Capacity of peace keepers and Humanitarian services personnel built to respond to and handle GBV	FMW&WA IPCR FBOs CSOs OSSAP/MDGs NAPTIP, NOA
3- To promote the culture of peace	Promote collaboration among government and CSOs to undertake capacity building at community level for women and youth groups on peace building and EWER Organise seminars for security agencies, women and youth on UNSCR 1325 Institute an annual award for CSOs working on peace and conflict resolution Organise the launch of Women's Cry for a Healthy Africa Campaign for West Africa region	No of capacity building workshops at community level for women and youth groups on peace building and EWER No of seminars organised for security agencies, women and youth on UNSCR 1325 Award for CSOs working on peace instituted Women's Cry Campaign for West Africa launched and attended by West African Countries	Promoting a culture of peace will enhance joint action by participants at peace activities and raise awareness on women's role in peace building	FMWA&SD IPCR FMoE NERDC CSOs FMoY MoD DONORS NPF JTF/Other Security Agencies and organisations Community Leaders IPCR/NOA FMWA&SD,IFAPA, ECOWAS, WANEP, AU

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4- Strengthening of early warning and early response mechanisms	Resources mobilized to support more women, men and youth to participate in early warning and early response EWER in communities	No. of women and men benefiting No. of activities undertaken to strengthen the capacity of women, men and youth participate in Early Warning and early response EWER Budgetary allocation to promote EWER Programmes and training at various levels	Enhanced Capacity to predict and forestall conflict EWER funding is enhanced	FMWA&SD IPCR CSOs FMoY Community Leaders Lead agency: IPCR

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5- Conduct research and documentation on lessons learnt and best practices	Undertake research and collection of gender disaggregated data on impact of violence in conflict zones

Document effective and successful peace processes and conflict resolution methods employed by various communities, states and CSOs

Document experiences of outstanding women and girls' contributions to conflict resolution and peace building and disseminate them

Document experiences and profiles of women leaders in peace building at community, state and national level in the armed forces

Establish exchange programmes with other countries to share experiences, and lessons learnt especially for developing innovative mechanisms for conflict management and peace building | System for collection and dissemination of GDD established
Data available
Budgetary allocation for collection of GDD

No of women and girls whose contributions are documented

No. of published reports and documentary films produced

No. of articles published on women in leadership and in peace building at various levels, armed forces, community, state and national.

No. of persons trained and employed for the documentation

No of exchange programmes undertaken and
No of innovative mechanisms established | Increased awareness of women's outstanding contributions to peace processes and conflict resolution methods

Published reports and Documentary films produced promoting role models.

Articles published on women in leadership and in peace building at various levels, armed forces, community, state and national levels create positive portrayal of women in the media | FMWA&SD
NCWD
CSOs
CBOs
DONORS
MEDIA
IPCR
NBS
Lead agency:
FMW&SD |
| PILLAR 2 PROTECTION | | | | |

Strategic Objective: To protect women and girls from all types of violence including sexual and gender-based violence during and after conflicts 7- General framework: Political security measures should strengthen the women and girls against sexual and gender based violence during and after conflicts	7-General framework: Political security measures should strengthen the women and girls against sexual and gender based violence during and after conflicts Develop and implement advocacy activities directed at policy makers and security agencies on policies and laws addressing issues related to GBV against girls and women in conflict zones and in their public and private lives	Advocacy/campaign materials produced and disseminated Information about the laws directed at policy makers and security agencies. No. of institutions, NGOs, CBOs and schools involved in popularising the laws.	Increased public awareness about discriminatory practices Increased awareness among policymakers and security agencies on discriminatory laws Girls and women are better equipped to protect themselves from GBV during and after conflict Reduced incidences of GBV in communities and in times of conflict More girls and women protected by government agencies	FMWA&SD NASS FMoJ NLRC NPF JTF CSOs/NGOs LAC FMoE NAPTIP NOA Nigeria Immigration Service Lead agency: MOD

8- Legal and Economic Empowerment of women and girls in conflict and post conflict communities	Adaption of modules for legal education Legal education provided for women and girls in conflict zones Support for provision of legal clinics Measures should be strengthened to ensure socio-economic empowerment of women and girls in post conflict reconstruction and integration Develop participatory, psycho-social and trauma counselling policies and training modules Provide psycho-social and trauma counselling to women and girls affected by all types of violence, including GBV Provide vocational skills and loans to women and girls affected by all types of violence, including GBV Advocacy to local Governments, opinions and religious leaders to promote awareness on importance of integrating women and girls affected by all types of violence. Supporting existing shelters for victims of gender-based violence	No. of modules adapted for legal education No. of legal education workshops provided for women and girls in conflict zones Legal clinics available and functioning No. of counselling policies and training modules developed and in place No. of women and girls provided with psycho-social and trauma counselling No. of women and girls provided with vocation/skills and loans to women and girls affected by all types of violence, including GBV No. of advocacy outreach to local government officials' opinions and traditional leaders No of shelter supported to offer improved services for victims of GBV	Increased access to justice for victims of GBV. Increased access to legal facilities and empowerment for women and girls Modules for psycho-social support are available and used Women and girls are provided psycho-social support Women and girls provided vocation/skills and loans and are empowered and have self esteem Local government officials' opinion and traditional leaders are supportive of integration of women and girls affected by violence into communities	FMWA&SD IPCR LAC CSOs/NGOs FBOs FMWA&SD NAPEP SURE–P NDE CSOs/NGOs LGAs/NULGE Traditional rulers NAPTIP NCWD SMEDAN National Refugees Commission OPS Lead agency: MoJ/NDE
			.	

10- Provision of adequate and accessible humanitarian services	Provide relief materials to women and girls affected by all types of violence particularly in disaster and conflict zones Improve management of functional rehabilitation and recovery centres train counselling officers to handle survivors of GBV and offer counselling services	Type and quantity and quality of relief materials and humanitarian services provided No. of rehabilitation centres provided for women and girls in disaster and conflict zones No. of counselling officers trained Budget allocated for management of centres No. of GBV survivors that have received counselling and reintegrated into their communities	Adjustment is facilitated for women and girls who receive humanitarian and other types of relief services Type of support given to victims of GBV address their immediate and long-term needs. Mechanisms in place to sustain those centres by the community and the state.	FMWA&SD NEMA/SEMA NHRC CSOs/NGOs ICRC Red Cross UNHCR OCHA FBOs DONORS NAPTIP Refugees Commission
11- Provision of effective post incidence relief. -	The special needs of women and girls taken into account during Resettlement, rehabilitation, reintegration and post-conflict reconstruction programmes	SAME AS ABOVE		FMWA&SD NEMA CBOs/NGOS FBOs LGA NAPEP UNHCR NDE
PILLAR 3 PARTICIPATION				

Strategic Objective: Promote dissemination of NAP and ensure women's full participation in all activities in conflict prevention, peace-building and post-conflict recovery processes at all levels (community, state, national and sub-regional levels) 12- To train women and girls as mediators, negotiators and conciliators in conflicts and post conflict situations	Provide capacity building for women in the negotiation and reconciliation skills Provide support for those trained to replicate training Monitoring and evaluation of trained women and girls Local governments support women's participation in post-conflict meetings in area councils.	No. of initiatives in place to train women and girls in negotiation and reconciliation processes The regular modules and other re-construction programmes in post-conflict situations reflecting the responses No. of women trained in the negotiation and reconciliation skills who are using skills and training others No. of women involved in DDR	Community appreciation of women and girls capacity as negotiators Participation in reconciliation and negotiation empowers women and strengthens their self esteem Participation of women in DDR mainstreams gender in peace building and promotes equality	FMWA&SD IPCR CSOs/NGOs FBOs ECOWAS

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13- Decision making special measures should be taken to ensure the participation of women at all levels of peace processes	Raise awareness among desk officer in all line Ministries on NAP Raise awareness among key programme/project stakeholders so as to incorporate gender issues in programmes/gender activities relating to conflict resolution and peace building Organise gender training for legislators as part of inception programme Organise training programmes targeting women to enhance their capacity to participate in the law making process on gender issues Promote coordination, networking and consensus building among stakeholders on GBV, at the national, state and local government levels.	-Awareness raised among key programme/project and Gender Desk Officers in line Ministries -Awareness raised among stakeholders so as to incorporate gender issues in programmes/gender activities -Type and quality of gender training programmes accessible to policy makers. -Percentage of legislators that have benefited from gender training programmes. - No. of training programmes targeting women to enhance their capacity to participate in the law making process. - Mechanisms in place to promote coordination coalition building, networking among legislators at NASS levels and across parties on gender issues	Incorporation of gender issues in programme/project promotes understanding of gender Legislators trained to appreciate and support gender issues will enhance passage of gender related laws and policies	FMWA&SD IPCR NASS CSOs/NGOs INEC ECOWAS Political parties

14- Involvement of men and youths in the dissemination and enlightenment on the NAP	Include men and youth in the launching and distribution of NAP Include men and youth in the media activities to promote NAP Radio and TV programmes NUJ and NAWOJ members participate in launch and coverage of advocacy for NAP	No. of men and youth involved in NAP publicity and dissemination Measures undertaken to change the attitudes of both men and women to accept the NAP No. of programmes initiated and implemented by different actors	Involvement of men and youth in promoting publicity for NAP promotes appreciation of women's role in peace building and conflict resolution publicity for NAP transforms the relationship between women and men in a sustainable and equitable manner	FMWA&SD IPCR MoY CSOS/NGOs DONORS NUJ/NAWOJ Youth CSO/ Children's parliament
15- Measures should be taken to ensure increased participation of women in peace keeping missions and in the security sectors.	-Advocacy for recruitment of women and girls as qualified gender advisers in the armed forces and their deployment to peace missions -Advocacy for Increased representation and participation of women at all decision making levels at local, state national, regional and international bodies for peace keeping	No. of women in policymaking in peacekeeping missions No. of advocacy activities undertaken to enhance women's inclusion in peace keeping missions at all levels. Monitoring of the recruitment process/selection and deployment of personnel for peace keeping missions	Increased representation and participation of women at all decision making levels in peace keeping promotes gender relations Recruitment of women and girls as qualified gender advisers in the armed forces and their deployment to peace missions promotes gender balance in armed forces	FMWA&SD NPF MOD/DHQ SSS CSOs/NGOs TAC MFA ECOWAS
PILLAR 4 PROMOTION				

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Strategic Objective: Develop strategies for awareness of the provisions of UNSCR 1325 and NAP, promote advocacy for its ownership and adequate funding to implement and sustain it. 16- Mass enlightenment programs to increase awareness on the provisions of 1325, 1889 and 1820.	Strengthen the capacities of community based and state institutions to undertake publicity on NAP Identify effective means of communicating culturally sensitive messages to promote the provisions of the resolutions Produce IEC materials to promote the resolutions Initiate community dialogues and debates in local languages and use electronic media to amplify message funds allocated by government and development partners to support local and other peace building initiatives	No. of public awareness and educational activities organised and reports of activities No of IEC materials produced to promote the resolutions No of community dialogues and debates initiated and electronic media messages carried	Community dialogues and debates in local languages and electronic media messages promote awareness and ownership of the resolutions	FMWA&SD Media/NAWOJ CSOs/NGOs CBOs FBOs DONORS FMI/NOA
17- Intensify advocacy against traditional and cultural practices that inhibit or obstruct the effective implementation of 1325 -	Advocacy to religious and traditional rulers to minimise the social, cultural and/or traditional patterns that perpetuate gender role stereotypes Training workshops, meetings and community dialogues on HTP Advocacy on prevention of harmful traditional practices HTP around reproductive health, girl child education, child marriage etc. Measures taken to sensitize the local leaders and the public about the effects of HTP on women's health and productivity.	No. of initiatives undertaken to remove or minimise the social, cultural and/or traditional patterns that perpetuate gender role stereotypes. No. of local government officials adequately informed and sensitized about women's rights Sessions held for traditional and religious leaders, on their role to advocate against HTP	Initiatives undertaken to remove or minimise the social, cultural and/or traditional patterns that perpetuate gender role stereotypes promotes people's positive attitude towards women and girls	FMWA&SD IPCR CBOs/NGOS FBOs NASS DONORS Traditional Rulers

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18- Facilitate engagement among government, civil society organisations and the media in the promotion of international, regional and national instruments on women, peace and security	Organise advocacy, networking and alliance building skills workshop on the instruments for media and civil society groups working in peace and conflict resolution	Existence of a functional network among CSOs. No of advocacy training on instruments conducted.- Reports Existence of national media strategy for promoting instruments. No of media programmes and press reports. Media monitoring	Existence of the network and alliance facilitates promotion of understanding of the instruments and lay foundation for women's role in peace and security	FMWA&SD IPCR ECOWAS CSOs/NGOs Media/NAWOJ Donors
19- To create adequate funding to ensure effective implementation of the 1325 Resolution in Nigeria.	Mobilise and secure financial, technical and logistical support for the implementation of the NAP and other on-going initiatives to combat GBV. Advocacy to NASS for budgetary allocation to peace building and promotion of NAP	Percentage increase in the resources allocated for the programmes to combat GBV Reports on budgetary allocations to sectors that address GBV e.g. MoJ, NPF-police, judiciary and lower courts and counselling services No. of programmes initiated on NAP promotion	Increased budgetary allocation to peace building activities and NAP promotes appreciation of and respect for women's role in peace building and security	FMWA&SD IPCR NASS OSSAP/MDGs CSOs/NGOs Media/NAWOJ DONORS
PILLAR 5 PROSECUTION				

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Strategic Objective: Strengthen Prosecution and ensure quick trial of perpetrators of GBV and end impunity 20- The establishment of special courts to try without delay violators of women and girls during and after conflicts.	Advocacy for the provision of specialised courts, Professional training and skills development programmes on gender justice with particular focus on GBV issues for judges, lawyers, the police and prosecutors DPP	No of training programmes initiated and conducted. No. of judicial staff trained. No of monitoring activities organised and impact of training on performance Percentage increase in the number of successfully prosecuted cases of GBV.	Prosecution of perpetrators of GBV and prompt dispensation of justice serves as a deterrent and contributes to ending GBV	FMWA FMoJ NPF NGOs/CBOs IPCR LAC MoJ
21- To initiate a process of collaboration between the police and social workers in the prosecution of gender based violence	Communities working with the judiciary and the police to combat GBV Recruit qualified gender advisers in the police and strengthening of Gender Focal Points, Gender Desks at all police stations	Focal Points properly functioning to ensure the protection of women and children's rights when handling GBV. Forums created to enable the armed forces sensitise communities on issues No. of qualified gender advisers recruited in the police and of Gender Focal Point and No. of Gender Desks established at all police stations.	Communities working with the judiciary and the police to combat GBV will strengthen efforts to ensure sustainable action on GBV	FMWA&SD FMoJ NPF NGOs/CBOs IPCR LAC NEMA

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| 22- To initiate the process of starting a transitional justice in Nigeria. | Strengthening of the justice system at the area court level to handle cases of GBV
Strengthen capacity of the courts to handle GBV cases
Build capacity of local leaders to mediate and/or refer and report cases of GBV

Provision of support to transitional justice mechanisms so that they are equitable and inclusive of women

Organise awareness or sensitization activities to popularize the services of the judiciary in relation to GBV | No. of trained court officers to handle GBV and SEA cases
No. of perpetrators of GBV and prosecuted and punished.

No. of awareness and publicity activities organized for the local communities on the availability of court services

Availability of resources to courts and police stations to implement the legislations on GBV effectively

No of cases handled in conformity with the SCR 1325 & 1820
No. of GBV cases reported in a specific period and disposed of within the prescribed time for efficient case management | Provision of support to transitional justice mechanisms will promote access to justice for women and girls affected by GBV and empower women to know and demand their rights. | FMWA&SD
FMoJ
NJC
NPF
NGOs/CBOs
IPCR
LAC
Media
NHRC |

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Monitoring and Evaluation Plan

As the demand for political will to ensure the implementation of the UNSCR 1325 heightens, and calls for a much better, inclusive, well-coordinated and accountable process, The Nigerian NAP will endeavour to ensure a high level of accountability, learning and planning (Monitoring and Evaluation). Accountability, Learning and Planning System will form the basis of ensuring a vigorous monitoring mechanism that does not only inject efficiency into the implementation of NAP but also a system of constant learning.

Nigeria NAP will therefore be monitored and evaluated through the following processes:

Participatory Analysis and Annual Planning: The annual planning exercise reduces the three-year process to actionable annual plans and budgets. This involves analysis with relevant MDAs and where appropriate, communities and development partners leading to planning of activities, how and who will be involved in the process, how to monitor the activities and results and when to report on implemented activities.

A National Steering Committee (NSC) for the implementation of NAP

A Technical Monitoring and Evaluation Task Force comprised of technical experts from Government Ministries, Departments and Agencies (MDAs), including the Ministry of Finance, National Planning, Office of the Accountant-General of the Federation, National Bureau of Statistics, Federal Ministry of Women Affairs, Ministry of Defence, Federal Ministry of Justice, Institute for Peace and Conflict Resolution, National Defence College, National Human Rights Commission and National Refugees Commission, Civil Society Organizations including women's groups and Network of Peace and Security for Women in ECOWAS (NOPSWECO) Government Ministries and to develop mechanisms for ensuring compliance in the form of Work plans and incentives.

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At the State level, monitoring and evaluation will be the responsibility of the Ministry of Women Affairs.

The implementation period is designed as short (18 months), medium (30 months) and long-term (36 months)

Monitoring systems and procedures developed and skilled personnel employed to monitor and evaluate the impact of treatment on psycho-social and trauma cases.

The Monitoring and Evaluation should be in-built in the NAP and will be done at the different levels of implementation

The plan has 41 indicators

Reporting

Reporting requirements include yearly reports to the President of Federal Republic of Nigeria on the implementation status of the NAP by the Ministry of Women Affairs

An Interim Progress report at end of the first 18 months of implementation of NAP to the State Governors by the various State Ministries of Women Affairs

A Final Report to the President and National Assembly at the end of the 36 months implementation period.

At the International Level, implementation status of the NAP will require reporting along the lines of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) as well as the UNSCR 1325 pillars.

Progress reports will be required from the communities where the activities of NAP are being implemented as well as on the various provisions of Resolution 1325 on a quarterly basis.

PROGRESS INDICATORS

S/No	PILLARS	STRATEGIC ISSUES	PROGRESS INDICATOR
1.	**Participation & Empowerment of Women**	i). Promote women's full participation in all conflict prevention, peace-building and post conflict activities at community, state, national & sub regional levels. ii). participation and representation of women in all peacekeeping, peace negotiations, peace-building and post conflict activities as well as in the decision making processes of the state	Percentage of women in Peace negotiating teams Deliberate recruitment and retention of a certain percentage (at least 35%) of women in the justice & security sector such as within the military, Police & Judiciary and other security agencies at all levels Continued monitoring of participation of women in peacekeeping missions at local and international level Increased number of gender expertise in military rosters Increased civil society participation in decision making processes within humanitarian assistance programs Increased provision and support to strengthen women's political participation in governance, Justice & Security sector, and Law/constitution Reviews to at least 35% as in the National Gender Policy Percentage of women and Civil Society Organisations in Task Force on UNSCR 1325 Implementation.

| 2. | Prevention | i). Prevention of all types of violence against women and girls including sexual and gender – based violence.

ii). Prevention of all types of violence against women and girls including rape, trafficking and other human rights abuses.

iii). Strengthen security for women and girls especially in conflict situations | Percentage of SGBV cases reported, number investigated, prosecuted & sanctioned

Quality & quantity of support given to develop and implement internationally acceptable guidelines on preventing and responding to GBV and SEA.

Number of programs to meet the health needs of women around reproductive rights, HIV/AIDS and GBV
The number and quality of gender responsive laws and policies enacted and level of enforcement including the prevention of trafficking of women and girls and the Violence Against Persons Prohibition Act of 2006.
Quantum of collected and disaggregated data on SGBV cases of DV, Rape, Defilement, Early/Forced marriage and assault.

Number of concrete steps taken to economically empower women in conflict and post conflict situations. |
| 3. | Protection | i). Coordinating government and other stakeholders' efforts on the protection of women and girls, including IDPs and other women affected by conflict.

ii). Low reporting of Women's experiences of GBV and SEA during and after conflicts. | Development and enforcement of codes of conduct for personnel on overseas peace missions.
Number of reported and sanctioned personnel on peacekeeping mission who are found guilty of gender based crimes, including crimes of a sexual nature
Number of measures taken on preventing GBV and SEA
Amount of support to partners undertaking surveys on local women's perceptions regarding their treatment by peacekeeping personnel and their level of safety
Amount of funding support to CSO interventions that empower women, tackle gender equality, address GBV, and provide financial support to innovative research on obligations on WPS
Extent to which gender and peace education are integrated in the curriculum of formal & informal education |

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4.	Promotion	i). Weak technical and institutional capacity of Government at local & national level to effectively implement NAP	The number of women included in post-conflict/ amnesty empowerment activities.
		ii). The full involvement of government, International & local partners including Civil society actors and the Media in the Monitoring & Evaluation of NAP	Number of policies and measures consistent with the aims of UNSCR 1325
		iii). increased access to resources for key actors during implementation	Active participation of women and recognition of their needs in DDR programs.
			Domestication of ratified International human rights treaties, especially CEDAW and the Child Rights Act
			At least 35% increase in the funding Support to UN entities particularly UN Women, and the Ministry of Women Affairs & Social Development for facilitating the implementation of UNSCR 1325.
			Increase in women's representation in peacekeeping missions particularly as military observers and civilian police
			Number of gender issues addressed in Peace Agreement
			Number and percentage of women in programs that incorporate UNSCR 1325 and related resolution, International Human Rights and International Humanitarian Law.
			Increase in the amount allocated to CSOs and women groups working in WPS projects & programs
			Percentage of women representation as peace builders and decision makers reflected in Media content and in research and documentation.

| 5. | Relief, Rehabilitation & Recovery | I). The establishment of relevant institutions like the National Emergency Management Agency (NEMA) and the efforts of the states to establish its equivalent at the state level (SEMA).

ii). Security sector reform activities responsive to the different security needs and priorities of women

iii). Ensuring that disarmament, demobilization and reintegration activities are responsive to the different security needs and priorities of women | The extent that the provisions of UNSCR 1325 is mainstreamed in SSR and DDR

Frequency of reports, and other monitoring and evaluation mechanisms on the implementation of NAP

Percentage of women, peace & security focused CSOs included in systematic consultation in the design, implementation and evaluations of SSR programs

Efforts to support partners that incorporate measures to integrate women and girls in DDR, such as separate demobilization camps

Percentage of women compared with men who receive economic packages in conflict resolution and reconstruction programs.

List of special needs of women provided during post conflict reconstruction including psycho social support. |

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Funding and Partnership

A successful implementation of Nigeria's NAP on UNSCR 1325 would largely depend on proper funding and political will. Although not at war, the multifarious security challenges occasioned by activities of armed groups and extant criminalities across the country, its consequent humanitarian realities on women and the fact that Nigeria is a significant troop contributing country to UN peace keeping missions around the globe makes it imperative to prioritize budgeting with a gender perspective.

Nigeria's NAP will be financed through domestic and external support involving generic multi-stakeholder approach.

Domestic sources include state and non-state actors operating within Nigeria such as MDAs, the Organized Private Sector, revenue generating state agencies, state governments, MNCs and Financial Institutions, while External sources are UN entities, ODAs, Regional Economic Community and multi/bi-lateral relations.

Government: The obligation of implementing the NAP rests on Government through its various MDAs with the OSGF coordinating a consortium of UNSCR 1325 NAP implementing MDAs. FMW&SD, MOD, OSGF, NRC, IPCR, NEMA and NHRC are noted as focal point for financing this project based on their mandates and roles in relation to the various aspects of the NAP Pillars.

In its annual budgeting, the Nigerian government would adopt a Gender Responsive Budgeting (GRB), an effective analytical tool for participatory and transparent process and fair expenditure in advancing gender equality. *Gender budget analyses examines any form of public expenditure or method of raising revenue, link national policies and their outcomes to the gendered distribution, use and generation of public resources and can highlight gaps between reaching policy goals and the resources committed for their implementation.* It also focuses on mainstreaming gender in the budgeting process and identifying the resources contributing to gender equality/equity in each sector. *GRB in effect, looks at biases that can arise because a person is male or female, but at the same time considers the disadvantage suffered as a result of ethnicity, caste, class or poverty status and location.*

Methods of fund sourcing include:

Statutory budgetary allocations and deductions

Taxation

Donations

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Technical support

Project funding

Analysis of fund generation

State governments - Contribution of 5% from every state government's security vote

NEMA- 5% of its Consolidated Funds

Other MDAs - Statutory budget dedicated to Gender Unit projects

Revenue generating agencies e.g. NNPC, NPA, FIRS- 1% annually contributed from revenue

Line Ministries – 1% deducted through the Office of the Accountant General of the Federation

Financial Institutions- To donate to the Fund through fund raising drive

The Organized Private Sector (OPS) - productive and extractive industries- To donate through fund raising drive

Multinational Corporations

MNCs- Mainly Oil companies, telecommunications, automobile, Maritime and aviation companies abound in the country engaging in profitable ventures. All are bound by labour law to fulfill corporate responsibilities by committing a portion of their profits to the environment which they operate in through direct project provisions and taxations. However, the reality of a negative impact of insecurity on their ability to maximally produce and profit is considered a mobilizing factor to their participating in the implementation of the NAP[4]

Annual Fund raising

A fund raising programme would be done annually for the Peace and Security Fund, anchored by the Ministry of Women Affairs in partnership with relevant implementing MDAs, facilitated by donor agencies and CSOs.

ODA- DFID, NSRP, SIDA, DANIDA, USAID, CIDA, OXFAM, JICA, Private Foundations, etc.

To be approached for project/programme financing including trainings and empowerment schemes

UN Entities – UN Women, UNICEF, UNDP, UNHCR, etc.

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[4]Extracted from 'Costing and Financing'1325'. Publication by Cordaid and GNWP

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Tasked with the responsibility to ensure the actualization of all UN goals through UN guidelines and sponsorships, they would be consulted and required to be committed to their obligations to Nigeria

Multilateral contributions – ECOWAS, AU, ACBF, foreign missions

Nigeria's commitment to peace and security in the ECOWAS sub-region is seen in her unfailing huge financial obligation to both the organization and component member countries. Nigeria expects to draw from the benefit of belonging to such an association, specifically from the ECOWAS Gender Development Centre and the PAPS Commission, to finance specific aspects of the 5 NAP pillars that she is focusing on.

Civil Society Organizations

Civil Society organizations- NGOs, CBOs, FBOs and professional bodies are usually 'foot soldiers', sensitizing government and the general public on issues and gaps noticed in programme/project implementations through strong advocacies. Both local and international NGOs source finances from donor agencies, many of which have been sourced on account of advocacy on Women, Peace and Security. Their roles are crucial in the monitoring and evaluation of the UNSCR NAP implementation based on measurable indicators.

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Annex

Appendix B: National Action Plan for the Implementation of UNSCR 1325 on Women, Peace, and Security 2017-2020

NATIONAL ACTION PLAN FOR THE IMPLEMENTATION OF UNSCR 1325 AND RELATED RESOLUTIONS ON WOMEN, PEACE AND SECURITY IN NIGERIA

2017 - 2020

WITH SUPPORT FROM

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TABLE OF CONTENTS

LAP	Local Action Plan - UNSCR 1325
LACVAW	Legislative Advocacy Coalition on Violence against Women
LGA	Local Government Area
MBNP	Ministry for Budget and National Planning
MDAs	Ministries, Departments and Agencies
M&E	Monitoring and Evaluation Framework
MFA	Ministry of Foreign Affairs
MoD	Ministry of Defence
NA	Nigerian Army
NAP	National Action Plan – UNSCR 1325
NAPEP	National Agency for Poverty Eradication Programme
NAPTIP	National Agency for the Prohibition of Trafficking in Persons
NASS	National Assembly
NC	North Central Zone
NCR	National Commission for Refugees
NCWD	National Centre for Women Development
NDA	National Defence Academy
NDC	National Defence Collage
NE	North East Zone
NEMA	National Emergency Management Agency
NERDC	National Educational Resource Development Council
NGOs	Non-Governmental Organizations
NGP	National Gender Policy
NHRC	National Human Rights Commission
NIS	Nigeria Immigration Service
NJC	National Judicial Commission
NOPSWECO	Network of Peace and Security for Women in ECOWAS
NPF	Nigerian Police Force
NPP	National Peace Policy
NPS	National Peace Strategy
NSCDC	Nigerian Security and Civil Defence Corps
NSRP	Nigeria Stability Reconciliation Programme
NSS	National Security Strategy
NTWG	National Technical Working Group
NUJ	National Union of Journalists
NULGE	National Union of Local Government Employees

NW	North West
OCHA	Office for the Coordination of Humanitarian Affairs
OSGF	Office of the Secretary to the Government of the Federation
OSSAP-SDGs	Office of the Senior Special Assistant to the President on SDGs
P1	Pillar 1 - Participation and Disaster Preparedness
P2	Pillar 2 - Participation and Representation
P3	Pillar 3 - Protection and Prosecution
P4	Pillar 4 - Crisis Management, Early Recovery and Post Conflict Reconstruction
P5	Pillar 5 - Partnership Coordination Management
PCRC	Police Community Relations Committee
PoA	Plan of Action
PSO	Private Security Organizations
SAP	State Action Plan - UNSCR 1325
SARC	Sexual Assault Referral Centre
SASS	State Assembly
SE	South-East Zone
SEA	Sexual Exploitation Abuse
SEMA	State Emergency Management Agency
SGBV	Sexual and Gender Based Violence
SIG	State Implementation Group
SMWA	State Ministry of Women affairs
SS	South - South Zone
SSR	Security Sector Reform
STF	State Task Force
SW	South-West Zone
TMETF	Technical Monitoring and Evaluation Task Force
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
UNODC	United Nations Organisation for Drug Control
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNSCR 1325	United Nations Security Council Resolution 1325
VAPP	Violence Against Persons Prohibition Act (2015)
VAW	Violence Against Women
VAWG	Violence Against Women and Girls
VSF	Victim Support Fund
WPS	Women Peace and Security
ZAP	Zonal Action Plan - UNSCR 1325
ZMC	Zonal Monitoring Committee

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NW	North West
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ZAP	Zonal Action Plan - UNSCR 1325
ZMC	Zonal Monitoring Committee

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GLOSSARY OF TERMS

Abduction	Illegal carrying or enticing a way a person, especially by interfering with a relationship, as the taking of a child from its parents
Best Practices	A procedure or set of procedures that is preferred or considered standard within an organization, industry.
Conflict	To come into collusion or disagreement; be contradictory at variance, or in opposition; clash
Communal	Of, by, or belonging to the people of a community; shared or participated in by the public
Cultism	The practices and devotions of a cult
Crisis Management	The techniques used as, by an employer or government, to avert or deal with strikes, riots, violence, or other crisis situation.
Demobilization	To deprive of human qualities or attributes; divest of individuality
Disarmament	The reduction or limitation of the size, equipment, armament of the insurgents/terrorist.
Electoral Violence	Acts or threats of coercion, intimidation, or physical harm perpetrated to affect an electoral process or that arises in the context of electoral competition.
Herdsmen	A herder; the keeper of a herd, especially of cattle or sheep.
Human Right	Fundamental rights, especially those believed to be to an individual and in whose exercise a government may not interfere as the right to speak, associate, work, etc.
Human Security	Safety from chronic threat and protection from sudden hurtful disruptions in the patterns of daily life.
Insurgency	Insurrection against an existing government, usually one's own by a group not recognised as having the status of a belligerent.
Kidnaping	To steal, carry off, or abduct by force or fraud, especially for use as hostage or to extract ransom.
Militancy	Vigorously active and aggressive, especially in support of a cause; engage in warfare; fighting.
Pillars	Any upright supporting parts; post

Post conflict reconstruction The consolidation of peace and security and the attainment of sustainable socio-economic development in war-shattered country

Psychosocial   Of relating to the interaction between social and psychological factors.

Radicalization   The action or process of causing someone to adopt radical positions on political or social issues

Rape   Unlawful sexual intercourse or any other sexual penetration of the vagina, anus, or mouth of another person, with or without force, by a sex organ, other body part, or foreign object, without the consent of the victim.

Sexual abuse   Any conduct which violates, humiliates or degrades the sexual integrity of any person.

Sexual Assault   The intentional and unlawful touching, striking or causing of bodily harm to an individual in a sexual manner without her/his consent.

Sexual Exploitation Occurs where a perpetrator, for financial or other reward, favour or compensation invites, persuades, engages or induces the services of a victim, or offers or performs such services to any other person.

Sexual Harassment   Unwanted conduct of a sexual nature or other conduct based on sex or gender which is persistent or serious and demands, humiliates or creates a hostile or intimidating environment.

Terrorism   The use of violence and threats to intimidate or coerce, especially for political purpose.

Trafficking   The supply, recruiting, procurement, capture, removal, transportation, transfer, harbouring, sale disposal in receiving of person within or across the borders of Federal Republic of Nigeria, for use in sexual acts, including sexual exploitation or pornography of any person

Trauma   An experience that produces psychological injury or pain.

Violation   Sexual molestation, especially rape and domestic violence..

Violent Extremism   The belief and actions of people who support or use violence to achieve ideology, religious or political goals.

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FOREWORD

The United Nations Security Council Resolution 1325 is premised on the important roles and responsibilities of women in constructing an enduring peace and security architectural framework. It outlines a comprehensive profile and strategic mechanisms for the protection, promotion and participation of women in peace processes. The Federal Ministry of Women Affairs and Social Development developed Nigeria's First National Action Plan on UNSCR 1325 (NAP) in 2013.

In pursuit of the same objectives, some States of the Federation equally domesticated the NAP. In the course of the NAP implementation, several gaps were observed which formed the basis, among other reasons, to review the plan in order to incorporate emerging issues in Nigeria, as well as address the gaps identified in the 1st NAP. Such gaps include:

- **Non-inclusion of violent extremism & conflict issues:** The 2013 NAP did not take into consideration, issues of violent extremism because around the time it was developed this was not a contemporary national issue as it has recently become.

- **Limited Consideration of Post-Conflict & Reintegration issues:** The document did not address demobilization and deradicalization problems and other concerns such as the reintegration of victims of insurgency, girls forced into marriage with Boko Haram members, former insurgents and abductors, Sexual and Gender Based Violence (SGBV) survivors etc. It also did not address post-conflict, reconstruction and re-integration issues including internal displacement of people particularly women and children. All of these are now major issues in the present North-east and are spreading rapidly to other geo-political zones.

- **Absence of Crisis management & recovery strategies:** Crisis-management & recovery is a fall-out of any conflict and as such adequate provision needs to be made within any NAP to fund and manage trauma and provide psychosocial counseling for victims of conflict to accelerate wholesome recovery.

- **Ambiguous language:** Some of the language of the 2013 NAP was ambiguous and unclear. For instance, under the 5P's, explanation on the Prevention of what, was not given? While some of the terms and its contents could be mis-interpreted with each other. Drawing from the African Union Commission Framework on Women, Peace and Security, the 5P's could easily be taken to mean Prevention and Disaster Preparedness, Participation and Representation, Protection & Prosecution or Crisis Management, Early Recovery and Post-Conflict Reconstruction. On the other hand, a term like Promotion presented as one (1) pillar is cross-cutting in nature and for operational purposes, it is difficult to consider as a stand-alone pillar.

- **Policy & Operational gaps:** Although the coordination of NAP is under the ambit of the Federal Ministry of Women Affairs and Social Development, there exists a huge challenge with regards to coordination and working cohesively with other agencies and bodies responsible for security, peace and justice. Bridging operational gaps in the coordination of stakeholders remains a challenge

- **Inadequate Monitoring and Evaluation Architecture:** The 2013 NAP did provide a detailed implementation plan, however, monitoring and performance evaluation was constrained.

Notwithstanding these gaps, the 1st NAP helped to highlight the need to focus on WPS issues. The review and process for developing a 2nd NAP is a clear evidence of the commitment of the Federal Government through the Federal Ministry of Women Affairs and Social Development under my humble leadership as a means for enhancing women's participation in peace processes in Nigeria. I am optimistic that this 2nd generation NAP would have a favourable and supportive environment to thrive bearing in mind that an array of partners and stakeholders were deeply involved in its design and development. This coupled with the political will of President Muhammadu Buhari's administration will certainly provide the necessary springboard for effective coordination of stakeholder efforts to realize Human Security objectives, especially at it relates to women, peace and security.

Senator Aisha Jummai Alhassan (Mrs.)
Minister, Women Affairs and Social Development
Federal Republic of Nigeria.

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PREFACE

The United Nations Security Council Resolution 1325 (UNSCR 1325) passed in October 2000, reaffirms the importance of the equal participation and involvement of women in all processes of Peace Building, Peace Keeping, Conflict Resolution and Management, also calls upon States to take action towards ensuring the effective implementation of the recommendations set forth by the resolution. This is in order to allow women to play their rightful roles within national and international armed-conflict management mechanisms.

The development and expansion of the National Action Plan (NAP) for the adoption and implementation of United Nations Security Council Resolution 1325 has become imperative for the inclusion of women in peace and security processes. There is no doubt that conflict affects women and men differently. Whenever there is conflict, women and children are often the most vulnerable.

History has shown that whenever there are social upheavals or conflicts of any kind, women and children suffer abuses and human rights violations. Glaring examples of rape and killing of women and children abound during insurgencies. Women who survive these atrocities are traumatized and often live with painful memories of rape, war and death for the rest of their lives. These women suffer psychological trauma, sexually transmitted diseases, stigmatization and almost always unwanted pregnancies. They are faced with the daunting task of keeping families together after displacement and destruction of infrastructure and at the same time are expected to provide food, clothing and shelter. Even in the absence of violent conflict, women and girls live in fear of kidnappers, ravaging effect of drought, flooding and environmental insecurity that constitute threats to human survival and meaningful development in their communities.

NAP 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.

The NAP is developed in ways appropriate to national context, commitments, capacity and resources, with a wide range of stakeholders. It is hopeful that, result-oriented actions backed by political will and commitment to changes, will tackle structural inequalities and exclusions, thereby providing durable and sustainable ways in achieving greater feat in the implementation of the NAP.

Phyllis O. Nwokedi, mni
Permanent Secretary
Federal Ministry of Women Affairs and Social Development,
Abuja.

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ACKNOWLEDGMENTS

The Federal Ministry of Women Affairs and Social Development wishes to acknowledge the European Union and UN Women for their technical and financial support towards the development of this 2nd NAP on the implementation of UN Resolution 1325.

Our sincere gratitude goes to the Honourable Minister of the Federal Ministry of Women Affairs and Social Development Senator Aisha .J. Alhassan (Mrs.) for her dynamic, visionary and sterling leadership throughout the process of developing a more robust National Action Plan. Heartfelt gratitude is also due to the Permanent Secretary, Phyllis O. Nwokede, mni, for her unflinching support in ensuring that the 2nd NAP document is finally completed.

Due gratitude also goes to the DFID funded Nigeria Stability Reconciliation Programme (NSRP) especially Dr Eleanor Nwadinobi, Manager, women and girls, for being a consistent partner throughout the life span of the 1st NAP. We also wish to recognise and appreciate their financial and technical support towards the zonal consultative meetings that became critical milestones and major learning platforms in the process of developing this 2nd NAP. The ECOWAS Gender Development Centre is also recognized for their support towards nurturing the WPS agenda among the ECOWAS member States in the sub-region and thereby strengthening the course of gender mainstreaming. The African Union (AU) is also to be commended for the various reports, tools and frameworks shared with the Ministry thus providing an African framework to guide AU member States in their WPS programmes.

The generous contributions, feedback and constructive comments from Ministries, Departments and Agencies (MDAs), Military, Para-Military, Police and Civil Society Organizations and other stakeholders too numerous to mention is recognised and appreciated.

We would also like to acknowledge the Director and staff of the Women and Gender Affairs Department of the FMWASD,f who worked tirelessly towards developing this 2nd generation NAP document for Nigeria. We specifically acknowledge the immense and tireless effort made by the Special Assistant Technical to the Hon. Minister FMWASD, Mrs. Esther Eghobamien-Mshelia for her support to the process even beyond the routine obligation to work.

Special thanks also goes to the zonal consultants - Dr Hamza Sumaye (North Central), Dr Erisa Danladi (North East), Dr Lydia Umar and Hassan Masari (North West), Ms Joy Onyesoh (South East), Dr Mina Ogbanga (South South) and Ms Amy Oyekunle (South West) whose collective technical insights provided guidance to the States and ensured inclusive participation at all levels.

To all who participated in the various workshops, training sessions, consultative and validation meetings, we appreciate and thank you for your commitment, generous inputs, comments and active engagement in the entire process. We thank you in advance for extending the same level of commitment to the implementation of this 2nd NAP.

Anetu-Anne O. Aliu (Mrs.)
Director, Women and Gender Affairs
Federal Ministry of Women Affairs and Social Development,
Abuja.

REFLECTIONS

The review process of the National Action Plan (NAP) for the implementation of UNSCR 1325 has been a truly rich and satisfying process of consultations with various stakeholders engaged in the security sector. Extensive conversations were held with security agencies, Faith Based Organizations, government officials and development partners, both local and international. The process, therefore engendered a broad based multi-sectorial and participatory approach which culminated in the development of five key strategies for collectively engaging States and Local Government level actors on issues of women, peace and security. The implementation of the 2nd NAP would require strong political will, commitment and resources from implementing partners.

The incessant wave of insurgency and its consequence in the North East, militancy in the South-South and more recently, gendered-kidnapping and abductions with a view to using women and girls as a source of extortion has thrown up new dynamics and challenges to human security in the country. This necessitated a review of the 1st NAP and its implementation modalities. Recognising that the lifespan of the NAP was expiring in August 2016, efforts were put in place to institute a broad-based participatory approach for the development of this 2nd NAP. The process sought to build on lessons learned, address identified gaps and challenges while responding to emerging issues and new frontiers. These factors and concerns shaped the different stages of the NAP review process.

In February 2016, the then NAP Steering Committee met in Abuja and one of the outcomes of its deliberations was a call for the review of the NAP to sharpen it as a tool for meeting perceived gaps and emerging issues related to women and conflict in Nigeria. The training of stakeholders on effective monitoring and evaluation techniques was undertaken to prepare stakeholders and enhance their engagement in the review process.

The Commemoration of the 15th Anniversary of the United Nations Security Council Resolution 1325 in April 2016 had in attendance, over 400 participants from government, development partners, civil society organizations and women leaders. Gender advocates present elaborated on the need for deepened consultations on the NAP across the Nation. The concluding communique inspired consultations in the six geo-political zones and resulted in the development of States and Zonal Action Frameworks/Plans for cascading the NAP implementation to the grass root level.

As a consequence of this process, new pillars that respond to our current national realities and local contexts have been adopted. The five pillars are aligned with several international instruments including the recent United Nations General Resolution 30, the March 2017 UNSCR 2349 as well as several national documents relating to polices on gender, peace and security including the National Security Strategy.

With the level of commitment and enthusiasm demonstrated during the review process, it is highly optimistic that all hands would be on deck to ensure efficiency and effectiveness in the implementation of this 2nd NAP in the years ahead

Esther Eghobamien-Mshelia (Mrs.)
Special Assistant Technical to Hon. Minister of Women Affairs and Social Development,
Federal Ministry of Women Affairs and Social Development,
Abuja, Nigeria

1.0 INTRODUCTION

1.1 United Nations Security Council Resolution (UNSCR) 1325

The United Nations Security Council resolution 1325, unanimously passed by the Security Council on the 31st of October 2000 is the first of many resolutions on "Women, Peace and Security" (WPS). It builds on a body of international human rights laws and legal instruments. UNSCR 1325 is a ground -breaking resolution which recognizes that armed conflict impacts women differently from men. It demands protection of women and girls during armed conflict and post conflict situations. The resolution recognizes women's role as peace builders and agents of change and calls on UN and member states, civil society and the international community to ensure women's increased participation in conflict prevention, peace negotiations and all peace processes, reconstruction decisions and programs. Over the past sixteen years, the Council has adopted subsequent resolutions: 1820 (2008), 1888 (2008), 1889 (2009), 1960 (2010) 2106 (2013) 2122 (2013), 2242 (2015) and 2349 (2017) to support and strengthen UNSCR 1325.

The UNSCR 1325 stresses that peace is inextricably linked with equality between women and men and affirms the equal access and full participation of women in power structures and in all efforts geared towards peace and security as essential. The resolution is rooted in the premise that women's inclusion, participation in the process, perspectives and contributions are crucial to the dialogue and will improve the chances of attaining viable and sustainable peace. The resolution is also rooted in the knowledge that gender equality itself is a source of sustainable peace.

More recently, in October 2015, the United Nations adopted General Recommendation 30 on Women in Conflict Prevention, Conflict, and Post-Conflict Situations. The recommendation aims to ensure respect for women's human rights in all situations, not only during armed conflict, but also including internal insurrections and emergencies. The recommendation besides urging member countries to draw up action plans on women, peace and security, requires that reporting on actions taken be incorporated into the periodic reporting on the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). This new reporting procedure will further promote cooperation with civil society and NGOs in the implementation of the WPS agenda of nations and make them accountable to the UN CEDAW Committee.

October 2015 which marked fifteen years of the implementation of UNSCR 1325 by UN Member States was also a key milestone as it witnessed the launch of the High-Level Review and Global Study Report on the Implementation of UNSCR 1325. The report showed that UNSCR 1325 has been implemented with uneven and varied global results regarding women's participation in national, regional, and international conflict prevention, conflict resolution, and peacebuilding processes. Concerted efforts at the international level to step up the prevention of crimes against women and girls, improve protection measures, and increase the participation of women in these processes have resulted in the adoption of additional regional security pacts and UN Security Council Resolutions that affirm and strengthen the implementation of UNSCR 1325.

1.2   National Action Plan (NAP)

As highlighted above, the respective UN Security Council Resolutions call on Member States to initiate action through the development of National Action Plans (NAPs), or the adoption of other national level strategies. The NAP therefore serves as a tool for governments to articulate priorities and coordinated action for the implementation of UNSCR 1325 at the national and sub-national levels. It serves as a guiding national policy document that captures the role of diverse actors among government bodies, international development partners, civil society organizations who are tasked with advancing human security as well as the foreign policy, development and gender equality agenda of the nation.

In August 2013, the Government of Nigeria, in taking forward this global charge, committed itself to addressing and responding to the immediate and long term needs of women before, during and post conflict by developing and adopting a National Action Plan on United Nations Security Council Resolution 1325 and related resolutions. The 1st NAP was designed around the five (5) pillars of Prevention, Participation, Protection, Prosecution and Promotion. As stipulated by the UN General Assembly, NAP documents are due for revision every three years. As such, through a participatory and consultative process key stakeholders took stock, highlighted gaps and shared best practices on women peace and security interventions across Nigeria. The outcome is this 2nd NAP document that reflects Nigeria's current realities with clear indicators and a monitoring and evaluation template to track performance, progress and achievements.

1.3   Background and Nigeria's Security Context

Diagram 1: Map of Nigeria

Nigeria is one of the world's major oil producers and Africa's most populous country. It is situated In the Gulf of Guinea and shares borders with Benin, Niger, Cameroun, and Chad. Nigeria was a British colonial creation. It came into being in January 1914 with the amalgamation of the Colony of Lagos (first annexed in 1861), the Southern Protectorate (established in 1885-1894) and the Northern Protectorate (pacified by 1903). Prior to the unification, the British had administered them as separate but related territories. The country which occupies a land area of 923,768Km has a population of 182 million, with women constituting 49.5% of the population. Although there has been increasing focus on diversifying the economy, it is still highly dependent on the oil and gas sector and sensitive to price fluctuations. Nigeria's GDP per capita is low and youth unemployment rose to 25% in 2016. This high youth unemployment rate has increased vulnerability of the youth to radicalization and extremists ideologies.

Nigeria gained its independence on 1st October 1960 and became a Republic within the Commonwealth in 1963. The constitution at independence provided for a federation of three autonomous regions – Northern, Western and Eastern; each with its wide-ranging powers, independent constitution, public service, and marketing boards.

In the early 1960's, the inherited regional structure led to series of inter and intra-regional crisis and conflicts in the 3 ethno-centric regions, as competition grew for control over Federal resources. The 1964 Federal elections were marred by violence and rigging. Inter-party and inter-ethnic tensions continued, ultimately leading to a military coup in January 1966. Thereafter, Nigeria's post–independence history has been marked by a series of military interventions in politics through coups, counter coups, and a civil war (1967-70) when the Eastern Region attempted to cede as the Republic of Biafra. Over 1 million persons died in the conflict. Nigeria has however enjoyed three short periods of civilian rule -1960-65, 1979-83, and 1999 to date. The intervening periods, which total 29 years, saw military governments in place.

Administratively, Nigeria operates a three-tiered Presidential system of government with the Federal Government made up of the Executive, Legislative and the Judicial arms. The thirty-six (36) states have independent Executive arms and Houses of Assemblies while each of the seven-hundred and seventy-four (774) Local Governments is administered by a Chairman and a Local Council.

Nigeria has 3 major languages- Hausa, Yoruba and Igbo with more than 450 ethno-linguistic groups. The dominant religions are Christianity, Islam and Traditional worship. Since gaining independence in 1960, Nigeria has had its fair share of conflicts arising from religious, ethnic and socio-economic causes. Despite its challenges, Nigeria is regarded as one of the African Union's powerful and influential countries. Under the umbrella of the Economic Community of West African States (ECOWAS), Nigeria has taken the lead in conflict resolution among African states; played peace-keeping roles in many conflict situations in Sudan, Sao Tome, Cote d' Ivoire and more recently in the Gambia. Nigeria is currently the fourth largest contributor globally to peacekeeping operations and is the first to deploy an all-female peace keeping troop.

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1.4   Emerging Issues

As a nation, Nigeria faces several challenges including an economic crisis triggered mostly by low oil prices, a resurgence of militancy in the Delta over economic grievances, an uptick in agitation in the Southeast by pro-Biafra nationalists, and ongoing conflicts over land use in the Middle Belt.

The conflict in the North East caused by Boko Haram since 2009, has resulted in massive loss of lives, property and livelihoods. Over an estimated 1.8 million people have been internally displaced, with about 20,000 people killed, countless women and girls abducted and children drafted as suicide bombers. Women and girls are victims of sexual violence and assault from insurgents. In addition to the crisis, they are left to deal with devastating consequences such as HIV infections, involuntary pregnancies, motherhood and other health related complications.

There is however, a growing recognition that women in conflict situations must be viewed not only as victims, but also as powerful agents for peace and security in their communities. Women's gender roles have placed them in positions where they act as first responders in providing humanitarian assistance, care and support to their families and members of the community. In Plateau State for example, through daily purchases, market women can tell when there is likely to be crisis. In some other situations, women act as 'peace-builders' and play a reconciliatory role within the community. However, women are also known to be perpetuators of violence – as seen in some cases in the North East where besides being used as human battle shields, women and girls have played the role of suicide bombers.

The 1st NAP though helpful in highlighting the roles of women in peacebuilding and conflict did not address several core issues related to Nigerian women's engagement in peace and security processes. For instance, the 1st NAP did not address issues of radicalization, demobilization and reintegration of victims of insurgency like girls and women forced into marriages with Boko Haram members and other insurgents. The NAP also does not address post-conflict and re-integration issues such as psychosocial and trauma counselling particularly for women and children. The 24 returned Chibok girls' is a case study as the need for educational coaching to make up for the formal education skills and knowledge lost during their period in captivity was not envisaged. The Federal Ministry of Women Affairs and Social Development had to respond to this as an emergency un-budgeted assignment.

Consultations for this 2nd NAP revealed a variety of issues on conflict, peace and security for the different geo-political zones of the country. For instance, the North-East shows that Communal crisis was 50% of the problem. Child Abuse was 29%, Insurgency 12%, Drugs and human trafficking 10% and kidnapping 7%.

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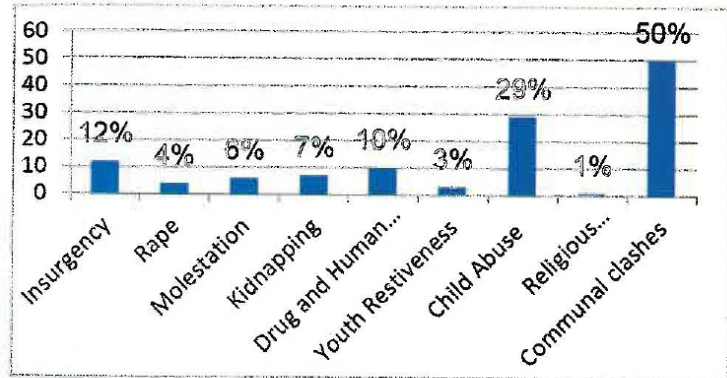
Diagram 2: Analysis of WPS issues in the NE Zone

However, it is worthy to note that, all the zonal consultation reports show that similar issues are experienced to varying degrees in the other five (5) zones. To ensure a consistent and systematic response, strategies were clustered to address issues under the following four (4) broad categories:

✓   Insecurity & Transnational Boarder Crimes
✓   Gender Responsive Inclusion in Peace & Security Architecture
✓   Violence Against Women, Girls & Children
✓   Communal Crisis

The coordination of the NAP is under the ambit of the Federal Ministry of Women Affairs and Social Development (FMWASD) with the collaboration of other agencies. To facilitate the implementation of the 1st NAP, there was a launch and training of representatives from the States and other Ministries, Departments and Agencies (MDAs) and bodies responsible for security, peace and justice. Despite the initial capacity building of stakeholders, a major challenge noted during the zonal consultations was the limited synergy and inability to work cohesively among agencies as well as civil society organizations at federal, state and local levels. The diagram below shows the knowledge level of participants prior to the meeting during the South-East consultation. 7% of the participants indicated some knowledge (seeing or hearing) of the National Action Plan while 93% had never heard or seen the NAP on UNSCR1325. Significant effort would need to be deployed to avoid such a scenario with this 2nd NAP.
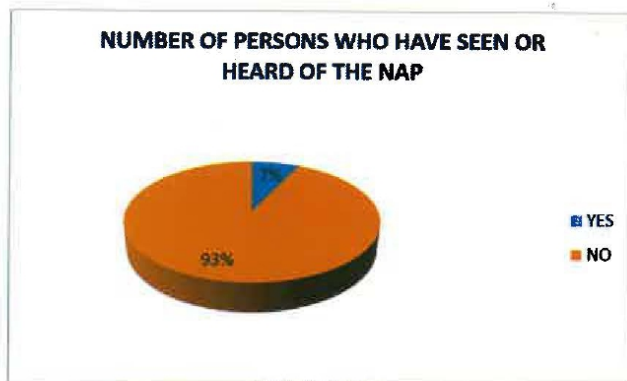
Diagram 3: Analysis of participant's knowledge of NAP in the South East Zone

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2.0 ALIGNMENT WITH WOMEN, PEACE AND SECURITY (WPS) RELATED PROTOCOLS, POLICIES AND INSTRUMENTS

2.1 Linkages and Alignment with Core WPS Instruments

A central element to the success of a NAP is its ability to align with and mainstream other existing policies, protocols and instruments that seek to promote gender equality and women's participation and representation in decision-making into a common framework.

At the international level, the government of Nigeria is party to key gender equality and human rights instruments, such as the CEDAW and the Protocol on the African Charter on Human and People's Rights on the Rights of Women in Africa (2003). Such policies and instruments provide a guiding framework to move from debate to action. Captured in table 1 below is a list of relevant protocols, policies and instruments to which this 2nd NAP is aligned.

Table 1: Core Women, Peace, and Security commitments and instruments at global, continental, regional and national levels

Global Commitments and Instruments (United Nations)
UNSCR 1325 (2000): First recognition of the unique role and active agency of women in conflict, peace and security management
UNSCR 1820 (2008): Recognition of sexual violence as weapon of war
UNSCR 1888 (2009): Reiteration of the threat of sexual violence and call for deployment of experts to areas where sexual violence is occurring
UNSCR 1889 (2009): Focus on the importance of women as peacebuilders at all stages of the peace process
UNSCR 1960 (2010): Reiteration of the importance of ending sexual violence in conflict
UNSCR 2106 (2013): Addressing the operational details for combatting sexual violence
UNSCR 2122 (2013): Focus on stronger measures and monitoring mechanisms to allow women to engage in conflict resolution and recovery
UNSCR 2242 (2015): Refocus on 1325 and its obstacles, including incorporation of 1325 in the UN itself
CEDAW General Recommendation 30 (2015): Links the women, peace and security agenda to CEDAW including measures to ensure protection of women during and after conflict and promote reporting on progress
UNSCR 2272 (2016): Provides measures to address sexual exploitation and abuse in peace operations
UNSCR 2349 (2017) Peace and Security in Africa

Continental Commitments and Instruments (African Union)
Gender Parity Principle (2002)
Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa
Common African Defence and Security Policy (2004)
Framework for Post Conflict Reconstruction and Development (2006)
African Union Gender Policy (2009)
African Women's Decade 2010-2020 (2009)
African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (2009)
Policy Framework for Security Sector Reform (2011)
African Union Aide Memoire on the Protection of Civilians (2013)
Agenda 2063; First 10 Year Implementation Plan (2015)
African Union Declaration on 2015 Year of Women's Empowerment and Development Towards Africa's Agenda 2063 (2015)
Policy on Sexual Exploitation and Abuse
AU Code of Conduct

Regional Instruments and Commitments
ECOWAS Protocol on Democracy and Good Governance (2001)
ECOWAS Conflict Prevention Framework; Women, Peace and Security Action Plan (2008)
PoA for the Implementation of the United Nations Security Council Resolution 1325 & 1820 (2010)
ECOWAS Parliament Gender Strategy 2010–2020 (2011)

Intergovernmental Authority for Development (IGAD)
IGAD Gender Strategy and Implementation Plan 2016-2020 (2015)
IGAD Strategy for Higher Representation of Women in Decision Making Positions (2013)
IGAD Regional Action plan for the Implementation of the UNSC Resolution 1325 and 1820 (2012)
IGAD Gender Policy Framework (2012)
Declaration on the Enhancement of Women's Participation and Representation in Decision Making Positions (2009)
International Conference of Great Lakes (ICGLR)
International Conference on the Protocol for the Prevention and the Punishment of the Crime of Genocide, War Crimes and Crimes against Humanity and All forms of Discrimination (2006)
Protocol on the Prevention and Suppression of Sexual Violence against Women and Children (2006)

National Policies
National Gender Policy 2006
Violence Against Person Prohibition Act (2015)

Source: Adapted from AU Commission, Implementation of the Women, Peace and Security Agenda in Africa. 2016

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2.2 Key Milestones and Achievements of Nigeria's 1st NAP

- Establishment of Multi-Sectoral National Steering Committee on WPS at the Federal level and a dedicated WPS project Office set-up in the FMWASD.

- A coalition of the Ministry and CSOs called the Legislative Advocacy Coalition on Violence Against Women (LACVAW) was established to advocate and campaign for legislation and policies that are fundamental to the implementation of UNSCR 1325 and the NAP.

- Creation of Nigeria Police sector specific gender policy and set-up of Gender desks in designated Police Stations in the six (6) Geo-political Zones.

- Development of M&E Framework to enhance tracking of progress on the NAP implementation.

- Passage of the Violence Against Persons Prohibition Bill into law in 2015 to give the VAPP Act (2015)

- Existence of Partner supported Projects and initiatives such as the (i) European Union Funded and UN Women implemented "Promoting Women's Engagement in Peace and Security in Northern Nigeria" and (ii) the UK Department for International Development funded Nigeria Stability Reconciliation Programme (NSRP).

- Domestication of the NAP and existence of State Action Plans (SAPs) in five States and two Local Action Plans (LAPs) at the local Government level and review of peace architecture in some states.

- Passage of GEO law in Plateau State and draft GEO bill under consideration in the NASS.

- Formation of various Women and Youth Peace Networks and signing of peace treaty in Plateau State.

- Adoption of Gender Responsive Policies by the Nigerian Military including the admission of females as cadets into the elite Nigerian Defense Academy and the gender review of the curriculum for the Nigerian Army Peace-Keeping Centre.

- Studies, research and data collection on WPS by key stakeholders including CSOs

- The Commemoration of the 15th Anniversary of UNSCR 1325 to sensitize the public, enhance and fast-track the implementation of the NAP and consider emerging peace and security issues.

- Formation and Induction of Peace Ambassadors and lead mentors in all the 36 States to promote WPS at State and Local levels as well as establishment of the NAP media network.

- Regular meetings of the NAP Steering Committee on WPS at the National level

- Training on Monitoring, Tracking and Reporting of UNSCR 1325 implementation for the FMWASD and SMWA Ministry Staff, security agencies and personnel. Minister of Women Affairs nationwide advocacy to State Governors on the domestication of the VAPP and WPS related policies and legislation.

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3.0 IMPLEMENTATION AND ACCOUNTABILITY FRAMEWORK OF THE NATIONAL ACTION PLAN

3.1 National and Zonal Implementation Strategies for the implementation of UNSCR 1325

Governments at National and State levels in Nigeria, Security Agents, Civil Society Organizations supported by an array of International Development Partners have instituted policies, activities and structures geared towards crisis management and peacebuilding. These efforts however, have inadvertently marginalised women on the social, economic and political levels thus limiting safe spaces and entry-points for integrating the concerns of women and girls in security mechanisms of the nation.

The National Action Plan (NAP) outlines in details, priority actions, core strategies and interventions by relevant actors, stakeholders and their responsibilities. It also provides clear indicators, M & E benchmarks and projected targets. It is anticipated that successful implementation of the NAP will enhance coordination among stakeholders, raise awareness and visibility and improve accountability among actors responsible for its implementation.

The Zonal Action Plans (ZAPs) represents a breakdown of NAP priority concerns among the six (6) geo-political zones. Due to the size and population of Nigeria, the NAP is adopting the geo- political and governance structure. Consequently, the six (6) ZAPs will enhance accountability among States within that geo-political zone. Results derived from each zone will flow into the National Action Plan outcomes. A major reason for having the ZAP is to allow for the identification of zonal peculiarities that would determine and shape the respective Action Plans of States within the Zone. For example, while the North East suffers insurgency, the South-South and South East suffer Militancy and the North-West and North Central are faced with communal crisis brought on by ethnic and Herdsmen/Farmers Clashes. The South-West on its part is faced with communal clashes resulting from land grabbing and Herdsmen's movement. Logically, the States are expected to develop State Action Plans (SAPs) derived from the ZAPs. This would enables States not only to develop workplans and programmes but more importantly, provide the tools and resources for monitoring and evaluating milestones as a way of tracking the delivery of commitments on UNSCR 1325 at the community level.

Both the NAP and ZAPs were developed after series of consultations and reflections on lessons learned and gaps identified in the implementation of the 1st NAP. The new security challenges including Insurgency, Terrorism, Violent Extremism and its fallout leading to a massive humanitarian crisis made it imperative to develop new strategies that can adequately meet Nigeria's commitment to implementing UNSCR 1325. Another major lesson from the review of the implementation of the 1st NAP is the absence of gender responsive budgeting arrangements. This explains why key actors for each of the 5 Pillars were unable to satisfactorily deliver on the planned activities. In addition, emerging security issues and trends have occasioned the formulation of five new pillars to more effectively cater for the interests of women and girls in peace and security matters.

The NAP pillars are:
- ✓ Prevention & Disaster Preparedness
- ✓ Participation & Representation
- ✓ Protection & Prosecution
- ✓ Crisis Management, Early Recovery & Post-Conflict Reconstruction
- ✓ Partnership, Coordination & Management

3.2 Operationalizing the National Action Plan UNSCR1325 (2017-2020)

The successful implementation of the NAP (2017-2020) UNSCR 1325, requires public acceptance and strong coordination mechanisms among the relevant actors charged with its implementation. Collective ownership of the plan is a fundamental requirement for its sustenance. Without prejudice to the mandates of the state and local government authorities to establish their own action plans, operationalizing the National and Zonal Action Plans requires structures for delivering interventions and coordinating activities to ensure the optimal and comprehensive execution of the NAP in all the States of the Federation.

Institutional Framework

The Federal Ministry of Women Affairs and Social Development shall provide strategic leadership and overall guidance and supervision for the implementation of UNSCR 1325. The Ministry would work closely with other key MDAs as well as civil society organizations, and the private sector to implement and deliver on the commitments to the NAP. A list of key actors critical to the successful implementation of the NAP include: Federal Ministry of Justice (FMoJ), Ministry of Defence (MoD), Office of the National Security Adviser, the Nigeria Police, National Emergency Management Agency (NEMA), Nigerian Civil Defence (NSCDC), National Refugees Commission and the Nigerian Institute for Peace and Conflict Resolution. Others include religious and traditional leaders, security sector actors, humanitarian response organizations, academics, international agencies, the private sector, media and civil society actors. These will work in concert with development partners such as the EU, DFID, UN Women, UNDP, UNICEF, UNHCR, UNFPA, UNODC, IOM and OCHA to pursue the targets outlined in the NAP.

National Technical Working Group and Sub-national NAP Organs

To ensure a seamless operation and cooperation of bodies at all levels, a National Technical Working Group (NTWG) on UNSCR 1325 NAP, chaired by the Permanent Secretary of the FMWASD would be established during the lifespan of the NAP. It will incorporate 32 members, comprising members with professional expertise in each of the five (5) core strategies which have been adopted to provide a unified implementation process as outlined in Chapter 4; and two(2) representatives from each geo-political zones. Members will be drawn from government ministries, departments, and agencies, civil society, the private sector, and the media. The State Implementation Group (SIG), will consist of members from key Ministries and institutions working on peace and security related activities in the State and will be chaired by the State Ministry of Women Affairs. The Zonal Monitoring Committee (ZMC) comprising two(2) nominees from each State in the zone, one government and one CSO, a woman peace ambassador and one technical consultant appointed by the National Technical Working Group will ensure monitoring and reporting on the ZAP.

The NTWG's central role is to provide guidance in the implementation process and assist the FMWASD/NAP Secretariat in planning and coordination. The NTWG is expected to meet quarterly every year during the lifespan of the NAP to review progress and develop mechanisms for ensuring compliance with plan measures detailed in the NAP. Recommendations of the NTWG will inform NAP advocacy, legislation and policy reform on women peace and security. Similarly the SIG will assist each State to deliver its component of the ZAP. The ZMC will meet and be hosted by each State in the zone on a rotational basis to enhance accountability, during the life-span of the NAP.

A biennial conference involving gender peace advocates, members of the NTWG, ZMCs, SIGs, members of the Local Government Action Plan Implementation Teams, Women Peace Ambassadors and key stakeholders shall be held to review progress on the NAP implementation. The objective of the conference is to provide opportunities for wide consultations on progress towards NAP targets and a platform for sharing lessons learnt and good practices in order to re-strategize for more impactful action.
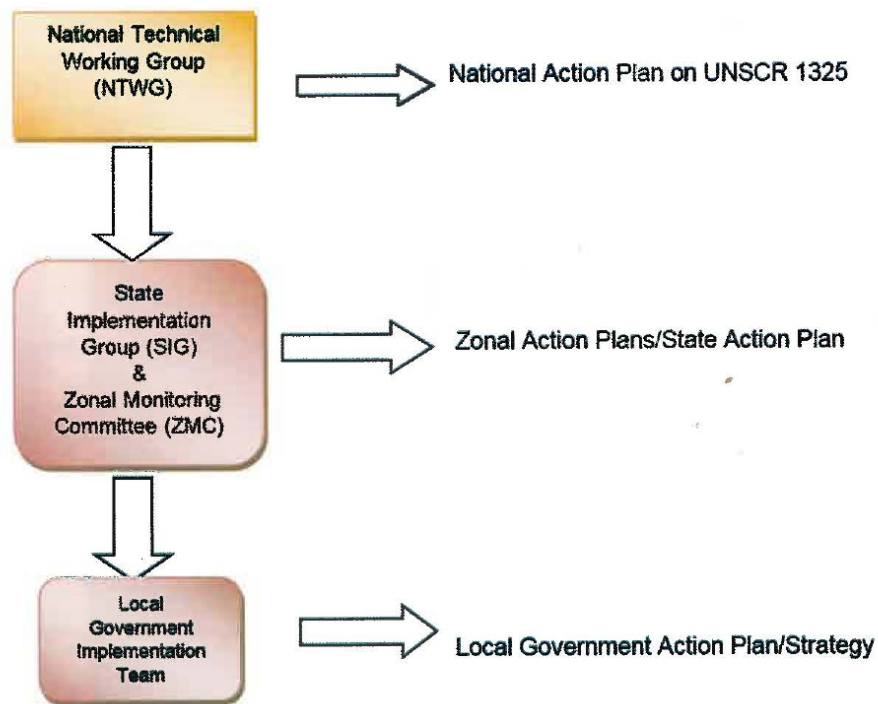
Diagram 4: National Action Plan Implementation Arrangements

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Resource Mobilization

The mobilization of resources for the implementation of the NAP, ZAPs and SAPs is vital for the successful implementation of UNSCR 1325 in Nigeria. Resources required to operationalize the NAP are human/technical expertise that are financial in nature. Consequently, sectoral agencies and State governments are encouraged to ensure that statutory budgets are allocated and dedicated solely to the implementation of the National, Zonal and State Action Plans as well as Local Action Plans or Strategies on UNSCR 1325.

In addition, alliances should be cultivated with private sector institutions to implement projects linked to UNSCR 1325 as part of their Corporate Social Responsibility plans. It is expected that more UNSCR 1325 linked partnerships will be established while existing ones should be strengthened. Increased collaboration with development partners will boost the implementation of the UNSCR 1325. A good example is the "Promoting Women's Engagement in Peace and Security in Northern Nigeria" project which is sponsored by the European Union and implemented by UN Women in partnership with the FMWASD..

3.3   Element of High Impact NAPs

Experiences from around the world have shown that the successful implementation of NAPs require that interventions on WPS have high impact on human security issues and support sustainable peace within communities. As nations have progressed to implement 2nd and 3rd generation NAPs, they have adopted more effective measures for dealing with new frontiers and emerging issues. The more successful a nation's NAP, the more flexible and responsive it is to dealing with the following frontier concerns:

1. Accountability
2. Localization
3. Human Security
4. Financing
5. New Emerging Topics e.g. Countering Violent Extremism(CVE), Climate Change, Border Security. Migration, Epidemics etc.
6. Attaining and Sustaining High Impact

Pursuing a high impact NAP has implications for achieving SDG 16 as the target s for this goal are intrinsically linked with UNSCR1325. Implementing this 2nd Nigeria NAP will require stakeholders to understand the key elements for staying on the path to a high impact NAP so that energies, resources and actions are carefully channelled using results-based principles. The key elements of high impact NAPs which must be pursued concurrently are captured in the model below.

Diagram 5: Elements of High Impact NAPs

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4.0 NATIONAL ACTION PLAN PILLARS AND CORE STRATEGIES

PILLARS	STRATEGIC OBJECTIVES	STRATEGIC OUTCOMES
Pillar 1: **Prevention and Disaster Preparedness**	(i) To ensure prevention of conflict and all forms of violence against women and girls, institute coping mechanisms and systems for averting and mitigating disasters.	Women's vulnerability to conflict and human security threats are averted and women's contributions integrated into preventive and mitigation measures.
Pillar 2: **Participation and Representation**	(i) To increase participation and engagement of women and inclusion of women's interests in decision-making processes related to conflict prevention and peace-building. (ii) To ensure the full and equal participation and representation of women at all levels of decision-making	Meaningful participation of women in peace and security processes, governance and decision-making structures at all levels is attained.
Pillar 3: **Protection and Prosecution**	(i) To ensure women and girls' rights and security are protected and promoted in conflict and peace and also to prosecute such rights violators.	Women's rights to peace and security, including access to justice and redress are effectively protected and provided.
Pillar 4: **Crises Management, Early Recovery and Post-Conflict Reconstruction**	(i) To ensure women and girls' specific relief and recovery needs are met and women's capacities to act as agents in crisis, recovery and post-conflict situations are reinforced.	Women's human security needs are met especially through crisis management, recovery and reconstruction efforts.
Pillar 5: **Partnerships-Coordination and Management**	(i) This is a cross-cutting pillar to ensure increase in the capacity and resources to coordinate, implement, monitor and report on women, peace and security plans and programmes.	Women, peace and security interventions are well coordinated with impact achieved and tracked through collaboration and synergy.

The following core strategies would allow the government of Nigeria and stakeholders adopt a unified approach for the NAP implementation in order to achieve positive outcomes for women and girls under the various pillars. The strategies are cross cutting and will be applied to all the pillars as best possible:

✓ **NAP Promotion and Advocacy:** Promote knowledge on UNSCR 1325 - NAP within Nigeria's peace and security architecture and create awareness on NAP and UNSCR 1325 related policies and implementation arrangements.

✓ **Legislation and Policy:** Advocate for new legislation, legal and policy reforms and provide increased access to justice to enhance the implementation of existing laws and policies that protect women's rights and promote the women, peace and security agenda.

✓ **Capacity Building & Service Delivery:** provide training and build capacity of stakeholders to better implement the NAP and enhance delivery of services related to women, peace and security activities.

✓ **Research Documentation & Dissemination:** Undertake effective data collection, documentation and dissemination on issues of women, peace and security including through the media.

✓ **Coordination and synergy of activities between and among stakeholders:** Encourage and promote collaboration with national and state stakeholders and other partners in their efforts to implement activities that promote the women, peace and security agenda

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4.1   NAP Pillars and Action Matrix

National Action Plan for the Implementation of UNSCR 1325 and Related Resolutions on Women, Peace and Security in Nigeria (2017-2020)

PILLAR 1: PREVENTION AND DISASTER PREPAREDNESS

Strategic Objective -To ensure the prevention of conflict & all forms of violence against women & girls & to institute coping mechanisms & systems for averting & mitigating disasters.

Strategic Outcome- Women's vulnerability to conflict & human security threats are averted & women's contributions integrated into mitigation measures.

Priority Activities	Outcome	Indicators	Baseline 2016	Target 2017- 2020	Lead & Other Actors
Legislation & Policy Establishment of new laws aimed at protecting women and girls' vulnerability to conflict and disaster. Implementation of existing and new laws and policies that enhance conflict prevention systems for women. **Capacity Building & Service Delivery** Training of MDAs and stakeholders on inclusive and gender responsive approaches to services for conflict and disaster prevention.	*1.1 Existence of additional laws and policies that protect and prevent women and girls human rights violations* *1.2 Security actors are responsive to and held to account for any preventable violations of the rights of women and girls* *1.3 Gender-responsive mechanisms are operationalized to systematically monitor, report on and prevent human rights violations against women and girls in conflict and in times of peace* *1.4 Women contribute to and have access to conflict prevention systems*	Number and types of laws and policies enacted Level of compliance to laws and policies safeguarding women from conflict Extent to which preventable disasters and violations of women and girls' human rights are reported, referred and investigated by relevant bodies. Number and types of cases; Actions taken/ recommendations made to address preventable disasters and violations affecting women and girls' Existence of regular mechanisms for engaging women and women's groups in national and local level early warning systems Number and types of systematic prevention and mediation activities undertaken by women and women's groups	GEO Bill under consideration by NASS VAPP (Act 2015) in place to deter and prevent VAWG National Security Strategy with gender mainstreaming component in existence Some level of gender mainstreaming capacity exists in key institutions. Existence of Disaster management bodies at National and State level. Institutional Gender Policy for Disaster Management body being developed	Passage of relevant legislation and policies and GEO Bill by 2019 50% increase in number of laws and policies on disaster prevention implemented 40% increase in the capacity of relevant stakeholders built to address Gender dimensions to Human Security Management. Peace Havens and Early warning systems that respond to women's peculiar needs in existence Existence of accountability mechanisms with routine Monitoring and Tracking System in place	FMWASD SMWA NASS SASS NSA NPF NSCDC Law Enforcement Agencies Judiciary NEMA CSOs Development Partners

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PILLAR 2: PARTICIPATION AND REPRESENTATION

Strategic Objective – i) To increase participation & engagement of women & inclusion of women's interests in decision-making processes related to conflict prevention & peace-building

ii) To ensure the full & equal participation & representation of women at all levels of decision-making

Strategic Outcome- Meaningful participation of women in peace & security processes, governance & decision making structures at all levels is attained.

Priority Activities	Outcome	Indicators	Baseline 2016	Target 2017- 2020	Lead & Other Actors
Legislation & Policy Sponsoring UNSCR 1325 linked bills at NASS Initiate legal /policy reforms to enhance women's participation and representation in the peace architecture Implementation of existing sectoral gender policies and plans (INEC, Police, Army, MBNP).	*2.1 Existence of national and sectoral gender policies that achieve meaningful representation of women for sustainable peace and security* *2.2 Improved and structural mechanisms for delivery of gender policies and Gender Responsive Budget System*	Availability of functional policy documents and guidelines on women's representation and engagement in peace and security Number of gender and women focused peace and security strategies and plans Level of performance on the implementation of existing policies and plans	Existence of the 35% affirmative action document (NGP) Existing and pilot programmes at FMWASD and SMWA, Security Sector Agencies and Humanitarian organizations	50% increase in level of women's participation at decision making levels including in peace negotiations, observer missions and other formal and informal peace processes Gender elements of National macro – economic framework and economic recovery agenda implemented. Full implementation of National Security Strategy gender mainstreaming and inclusion principles	NASS SASS FMWASD MoD FMI MFA MBNP FMF CSOs Development Partners
NAP Promotion & Advocacy Awareness creation and sensitization on NAP and women's constructive participation in peace processes and decision-making organs. Advocacy campaigns on women's increased representation at decision making level	*2.3 Increased representation and constructive participation of women in formal and informal peace negotiations, political settlements and peace agreements* *2.4 Increased women's participation at decision making level security and paramilitary outfits (army, police, Navy, custom)*	Number and seniority of women participating in formal and informal peace processes Gender-specific provisions in peace agreement and other political settlements Number/proportion of women as part of mediation and negotiation initiatives including at decision making levels and as observers	Nigeria is signatory to and committed to global, regional and sub- regional frameworks and resolutions INEC Gender Policy Political Party Constitution and Manifestos	50% increase in awareness levels of citizens on Affirmative action and WPS concerns Increased of inclusion of women's concerns in peace agreements and documents	FMWASD, FMIC NoA MoD IPCR CSOs Development Partners

PILLAR 2: PARTICIPATION AND REPRESENTATION

Strategic Objective – i) To increase participation & engagement of women & inclusion of women's interests in decision -making processes related to conflict prevention & peace-building
ii) To ensure the full & equal participation & representation of women at all levels of decision-making

Strategic Outcome- Meaningful participation of women in peace & security processes, governance & decision making structures at all levels is attained.

Priority Activities	Outcome	Indicators	Baseline 2016	Target 2017- 2020	Lead & Other Actors
Capacity Building & Service Delivery Training and capacity building to strengthen women's skills for decision-making and peace negotiations	2.5 Increased representation and Political participation of women at all levels as decision-makers	Number/proportion of women occupying seats in political and public life	State Policies and Models of inclusive governance exists	50% increase in level of women's decision making capacities	FMWASD, FMoI NoA INEC Political Parties
Research, Documentation & Dissemination Proper documentation and dissemination of good practices, models and tools on women's engagement in peace processes and at decision-making levels.	2.6 Increased representation of women in national and sub-national security governance structures and PSOs	Proportion of women holding decision making positions in political parties at all levels (national and local) and in the judiciary Existence of special measures and affirmative action to increase the political participation of women	Women Affairs Committee in NASS Women's Wing of Political Parties in existence	Increased number of practical tools to aid women's representational skills	ECOWAS CSOs
	2.7. Increased number of models and tools to enhance women's peace negotiation and decision-making capacities.	Number of women in the justice sector, State and LG political structures	Justice for all Program		Development Partners

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PILLAR 3: PROTECTION AND PROSECUTION

Strategic Objective - To ensure women and girls' rights & security are protected & promoted in conflict & peace & also to prosecute such rights violators.

Strategic Outcome - Women's rights to peace and security, including access to justice and redress are effectively protected and provided.

Priority Activities	Outcomes	Indicators	Baseline	Target 2017- 2020	Lead & Other Actors
Legislation & Policy Establishment of new laws and review of existing laws aimed at protecting women and girls. **NAP Promotion & Advocacy** Awareness creation on the need to discourage child marriage and the negative impact of HTPs **Capacity building and services** Provide training and skills development to enhance protection of women and girls and improve prosecution efforts Enhance Legal Aid/ support services for women and girls	3.1 *Laws and policies adopted to better protect and promote women and girls' rights* 3.2 *Existing laws harmonized, updated and applied to better protect women and girl's rights* 3.3 *Increased awareness leading to reduction in child marriage and HTPs* 3.4 *Political, economic, social and cultural rights of women and girls are protected and enforced by national laws in line with regional and international standards* 3.5 *Operational mechanisms and structures are in place for strengthening physical security and safety for women and girls* 3.6 *Increased access to justice for women and girls whose rights are violated*	Number and type of additional laws and policies enacted for the protection of women Percentage of reported cases of violations by security actors investigated Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced Extent to which regional and international legal instruments on women's rights are domesticated Number and type of training for security sector and justice sector personnel on addressing SGBV cases Extent to which measures to protect women and girls' human rights are included and delivered as part of the national security policy framework	Policies on ground to promote women and girls' rights Child Rights' Act(2003) Trafficking in Persons (Prohibition) Act (2003) VAPP Act (2015) NGP (2006) National Security Strategy Existence of NAP (Federal level) and ZAP Level Gender Desk Officers in Police Stations Police Gender Policy NE Humanitarian Response Plan	50% Increase in the number of policies and laws implemented 40% increase in cases reported, investigated and prosecuted 40% of reported cases and violators/ perpetrators of SGBV penalized/ sentenced by 2020 Database of trained personnel, specialized in investigation of SGBV especially during periods of conflict and disaster. Established centres that provide psychosocial and trauma counselling for victims Existence of special courts and truth commissions for prosecution of cases of SGBV Domestication of NAP to SAP in all states. Domestication of other policies	FMWASD, SMWA NASS SASS FMoJ & Judiciary Law Reform Commission Legal Aid Council NPF NSA, DSS, IPCR NSCDC, FRSC Nigerian Armed Forces FIDA, LACVAW, INGOs, CSOs, Development partners,

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PILLAR 3: PROTECTION AND PROSECUTION

Strategic Objective - To ensure women and girls' rights & security are protected & promoted in conflict & peace & also to prosecute such rights violators;

Strategic Outcome - Women's rights to peace and security, including access to justice and redress are effectively protected and provided.

Priority Activities	Outcomes	Indicators	Baseline	Target 2017- 2020	Lead & Other Actors
Research, Documentation and Dissemination Establishment of Radio Station dedicated to the dissemination of information on the protection of women's rights in conflict and peace situation	*3.7 Increased knowledge and awareness on women's protection needs and prosecution options*	Number of awareness campaigns on the protection of women and girls' rights Availability of radio and television programmes dedicated to the promotion of women and girls' rights	Ending Early Marriage Campaign 2016 NAP 2013-2016 Optional Protocol on the African Charter on Human and Peoples' Rights on the Rights of Women	30% increase in number of cases reported, investigated, prosecuted and captured in database 50% of Nigerians know about laws/ policies/ services on protection and promotion of women and girls' rights by 2020.	FMWASD FMIC Academia IPCR Media Houses CSOs Development Partners
Social Media Platforms and IT packages to promote data and knowledge on women and girls' rights protection needs	*3.8 Increased knowledge on making national security policy gender responsive and able to meet the specific security needs of women*	Number and type of citizen and civil society outreach, sensitization, and education programs implemented			
Coordination & Partnership Strengthen Joint Task Force and other projects of collaboration to improve protection for women and girls and reduce proliferation of weapons	*3.9 Increased collaboration and partnerships to strengthen mechanisms and structures for the physical security and safety for women and girls*	Number of joint initiatives available to improve women and girls' protection Existence of national/ international mechanisms for control of illicit small arms and light weapons	Gender and Protection Sub-Sector Plans for the NE Humanitarian Response Sub-Sector Working Group on SGBV Existence of Legal Aid Council	50% increase in implementation of existing policies Gender and Equal Opportunity Act enacted by 2019 More women and girls accessing justice services by 2020	MOD NSA NPF NSCDC FRSC NIS Nigerian Customs Service JTF NAPTIP CSOs Development Partners
Provide Infrastructure and facilities to protect women and girls and enhance prosecution processes		Existence of specialized centres for the protection of women and girls	Programmes and Services of FIDA, LACVAW and key CSOs working on women and girls' rights violations		

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PILLAR 4: CRISIS MANAGEMENT, EARLY RECOVERY AND Post -Conflict Reconstruction

Strategic Objective: To ensure women and girls' specific relief and recov ery needs are met and women's capacities to act as agents in crisis, recovery and post - conflict situations are reinforced.

Strategic Outcome: Women's human security needs are met especially through crisis management, recovery and reconstruction efforts.

Priority Activities	Outcome	Indicators	Baseline 2016	Target 2017- 2020	Lead & Other Actors
Legislation & Policy Enactment and formulation of appropriate laws and policies **Coordination & Partnership** Strengthening of existing mechanisms to effectively facilitate the monitoring and coordination of the gender dimensions of crisis management and post-conflict reconstruction.	*4.1 Existence of comprehensive gender-sensitive crisis management, recovery and post-conflict reconstruction policies, plans and systems.* *4.2 The peculiar needs of vulnerable groups especially women and girls, are systematically addressed in relief, early recovery and long-term recovery programmes*	Number of appropriate and comprehensive gender sensitive policies and laws Nature and relevance of available services to women and girls needs Level to which policy formulation processes systematically consulted with women's groups and reflect women specific provisions Degree to which relief delivery is participatory and gender-sensitive Number, relevance and adequacy of early recovery economic programs and livelihoods support for women and girls	Buhari Plan for NE Recovery and Reconstruction National Policy on IDPs available NE Humanitarian Transition Response Plan Gender and Protection Sector Group for the NE Sub Sector Working Group on SGBV exists. Presidential Initiative on the NE (PINE) and Presidential Task Force on the NE set-up. Shelters established as Safe Havens for SGBV survivors by FMWASD, SMWA & CSOs	A National comprehensive gender sensitive policy on crises management, early recovery and post- conflict reconstruction developed 30% of policy formulation process involves consultations with women group by 2020 Relief delivery reflects 50% gender participation by 2020 10 relevant early recovery economic and livelihood support schemes for women established.	FMWASD, SMWA NCWD MOD MOJ NEMA SEMA IPCR VSF Humanitarian Organizations CSOs Development Partners

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PILLAR 4: CRISIS MANAGEMENT, EARLY RECOVERY AND Post -Conflict Reconstruction

Strategic Objective: To ensure women and girls' specific relief and recov ery needs are met and women's capacities to act as agents in crisis, recovery and post - conflict situations are reinforced.

Strategic Outcome: Women's human security needs are met especially through crisis management, recovery and reconstruction efforts.

Priority Activities	Outcome	Indicators	Baseline 2016	Target 2017- 2020	Lead & Other Actors
		Number of appropriate gender-sensitive programs including psycho-social support and medical services for survivors of SGBV and other vulnerable groups established			
Capacity Building & Service Delivery Build capacity of key actors/agencies to adopt a gender perspective in crises management, early recovery and post conflict reconstruction. Establishment of Safe Havens for women and girls . Provision of Psycho-Social Mobile Clinics, Equipment and Gadgets	*4.3 Post-conflict institutions and processes, including transitional justice and reconciliation mechanisms are gender sensitive* *4.4 Gender explicitly mainstreamed in security sector reforms including disarmament, demobilization and reintegration* *4.5 Functional gender bridging interventions including clinics, gadgets and equipment aimed at sustainable peace*	Extent to which transitional justice measures include provisions to address the rights and participation of women and girls Number/proportion of senior officials mandated to address violations and reparation measures, from a gender perspective Percentage of benefits from DDR programmes received by women and girls Number, type, and level of ongoing recovery initiatives which target women Number of recovery mobile clinics and equipment	Gender sensitive programmes for survivors of SGBV established in about 10 States	60% of senior officials addressing violations have received gender training 50% of benefits from DDR programs received by women and girls Psycho-Social support equipment and gadgets including mobile clinics provided	Commission for Refugees, Migrants and Internally Displaced Person NEMA SEMA VSF. CSOs Development Partners

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PILLAR 5 Partnerships Coordination and Management (Cross-cutting issues)
Strategic Objective: This is a cross-cutting pillar to ensure increase in the capacity and resources to coordinate, implement, monitor and report on women, peace and security plans and programmes.
Strategic Outcome: Women, peace and security interventions are well coordinated with impact achieved and tracked through collaboration and synergy.

Priority Activities	Outcome	Indicators	Baseline 2016	Target 2017- 2020	Lead & Other Actors
Capacity Building & Service Delivery Training of MDAs and stake holders Strengthening of stakeholders' capacities on the implementation and tracking of UNSCR 1325 NAP targets	*5.1 Increased capacity of actors to deliver effective women, peace, and security initiatives* *5.2 Availability of timely and adequate resources including funding for implementation of the women, peace, and security agenda* *5.3 Women, peace, and security agenda becomes part of national plans and budget*	Number and level of personnel trained on gender sensitive peace and security processes Number of sectors and institutions undertaking quality gender sensitive capacity building initiatives Number of women's networks and platforms engaging in peace and security initiatives Amount, source and timelines of funding for implementation of WPS initiatives	NAP Steering Committee. Training of security personnel trained by FMWASD and key MDAs	Clear Response structures in place Robust, functional and high impact NAP operational structures and programmes NTWG, SIG and ZMC more effective in steering stakeholder engagement and performance High impact NAP delivered	FMWASD SMWA NASS NEMA Humanitarian Organizations INGO Forum Development partners
Coordination and Partnership Regular meetings of NTWG, SIG and ZMC to enhance NAP implementation and Popularization of 2nd NAP	*5.4 Enabling institutional arrangements for driving the implementation of 1325* *5.5 Enhanced coordination monitoring and reporting mechanisms*	Extent of clear coordination mandate, monitoring and reporting process and requirements (lead entity, timelines, oversight and follow-up mechanisms)	Promoting Women's Engagement in Peace and Security in Northern Nigeria project. NSRP project on UNSCR 1325	10 meetings of NTWG held Increased budget appropriation for women peace and security by 2020	FMWASD All Stakeholders

PILLAR 5 Partnerships Coordination and Management (Cross-cutting issues)					
Strategic Objective: This is a cross-cutting pillar to ensure increase in the capacity and resources to coordinate, implement, monitor and report on women, peace and security plans and programmes.					
Strategic Outcome: Women, peace and security interventions are well coordinated with impact achieved and tracked through collaboration a nd synergy.					
Priority Activities	Outcome	Indicators	Baseline 2016	Target 2017- 2020	Lead & Other Actors
Strengthen alliances and joint initiatives for NAP implementation, monitoring and reporting	5.6 Increased coordination and partnership of actors in the implementation of women, peace, and security agenda	Number and type of formal and informal partnerships for implementing WPS agenda Extent of civil society and women's involvement in review of NAPs (how, when)	Training of security personnel trained by FMWASD		
	5.7 Presence of effective systems for collecting and dissemination of gender-disaggregated data and lessons learnt 5.8 Effectiveness of coordination mechanisms improved 5.9 Increased budget allocation for NAP coordination, monitoring and reporting	Number and types of partner supported, gender sensitive capacity building initiatives for actors and personnel involved in peace and security processes Timely enactment and review of policies, legislation and strategies in line with regional and international standards on women's rights		Increased resources allocated to NAP Implementing structures	

Priorities /Issues	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actors & Resources
Insecurity and Trans-border Crime **Gender Based Violence** - Rape - Insurgency - Herders farmers - Arms proliferation - Security in IDP camps **Electoral violence** - Socio economic - Food insecurity - Poor infrastructure - Unemployment - Drug abuse - Insecurity drivers - Psychosocial issues	**Coordination** - Improve relations between security outfits and stakeholders - Provide effective border patrol services - Strengthening vigilante group Operations **Capacity Building & Service Delivery** - Establish and operate functional family courts - Enact and adopt relevant **Legislation & Policy** - Increase Community policing - Improve relationships between herders and farmers - Build capacity of security personnel	Pillars 1, 2, 3 & 5	Number of issues handled by the security police or STF Number of personnel trained Number of intervention services offered Availability of Budgetary provision Percentage reduction of border related crime rates	Weak synergy between the security, MDAs & communities Lack of capacity by personnel and inadequate resources Local vigilante Plateau State Peace Building Agency, Operation Rainbow and other platforms exist	Develop effective police relations Functional interventions in place Reduction of abuse levels among women and girls	SMWASD Police/STF NSA NSCDC Traditional/ Community leaders Religious Leaders Heads of local vigilantes CSOs Dev. Partners
Violence Against Women, Girls and Children - Rape - Sexual and Gender-Based Violence - Child Marriage - Physical and emotional abuse	**Legislation & policy** - Establishment of new laws - Sensitization and enlightenment programmes - Linking women to empowerment programmes in place e.g. GEEP **NAP Promotion & Advocacy** - Awareness creation	Pillars 1 &2	Number of women benefiting from intervention Number of functional Psychosocial centres in place Number of cases handled Number of personnel trained	Inadequate resources Existence of specialized committees	Prosecution of offenders Inclusive and accessible interventions Reduction in drug abuse by 20% Improved school retention and completion at all levels Effective, sustained rehabilitation	SMWASD Social Investment Office Legislators SMoE Security Agencies Religious / Traditional/ Community Leaders Women & Youth Groups Humanitarian CSOs Dev. Partners Justice sector

4.2 Zonal Action Plans

National Action Plan for the Implementation of UNSCR 1325 and Related Resolutions on Women, Peace and Security in Nigeria (2017-2020)

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NORTH CENTRAL ZONAL ACTION PLAN

Priorities /Issues	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actors & Resources
Communal crisis - Drug abuse - Religious intolerance - Communal clashes - Youth restiveness - Land issues - Deforestation - Boundary disputes - Population increase	**Capacity Building & Service delivery** - Rehabilitation and training for key stakeholders **Legislation & Policy** - Establishment of early warning structures within the community - Enhance community safeguards **NAP Promotion & Advocacy** Sensitization and enlightenment programmes on WPS	Pillars 1, 2, 34 & 5	Number of women and girls rehabilitated Number of women and girls empowered Number of women engaged in community safeguard putting in place whistle blower within communities Effective documentation	Existence of few Rehabilitation centres across the zone Inventory of NGOs working on empowerment	Clear documentation Rehabilitation of drug abusers Disbursement of micro credit	SMWA Security officials Religious/ Traditional/ Community Leaders Women and youths network FBOS and CSOs Dev. Partners
Gender Responsive Inclusion in Peace Architecture - Political - Poor participation of women, youth restfulness and negative influences - Women's representation in peace architecture	**NAP Promotion and Advocacy** - Awareness creation on women participation - Positive youth engagement Domestication of existing gender policies Creating enabling environment **Legislation and Policy** Enacting enabling laws	Pillars 2, 4 & 5	- Number of women involved - Number and types of systematic prevention and advocacy activities undertaken by women and on behalf of women - Number of policies domesticated and using Inclusive and gender responsive approaches	Low number of women involvement in peace architecture and political positions at all levels	Increased number of women occupy political positions at all levels Attitudinal change towards women's engagement in peace processes	MWASD Policy Makers Media. CSOs Dev. Partners

National Action Plan for the Implementation of UNSCR 1325 and Related Resolutions on Women, Peace and Security in Nigeria (2017-2020)

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NORTH EAST ZONAL ACTION PLAN

Priorities	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actions & Resources
Insecurity and Trans-border Crime - Insurgency - Kidnapping & Abductions - Influx of IDPs from within and across borders - Inadequate resources and sectoral gender budget	**Coordination** - Effective border patrols/control - Strengthening the Civilian JTF and Local vigilante groups to help in the fight against insurgency and kidnapping **Capacity Building & Service Delivery** - Training of stakeholders - Establish and operate Family Courts **Legislation & Policy** - Enactment of laws aimed at ensuring speedy payment of deceased's benefits to families	Pillar 1,2 & 4	Percentage of illegal immigrants prevented from entering the country Number of kidnap culprits arrested and prosecuted. Number of successful return of kidnap victims and unification with their families 50% increase in insurgency free areas Number of schools reopened 60% resettlement of displaced persons back to their community	Existence of security agencies with the responsibility of protecting lives and properties Establishment of Civilian JTF working in collaboration with security personnel Existence of Government MDAs tasked with oversight responsibility	Liberation of areas hitherto occupied by Boko Haram insurgents Speedy payment of benefits Successful re-integration of victims of insurgency	SMWA (Borno, Yobe and Adamawa) Security operators MoD NSA NPF NIS NSCDC MDAs Civilian JTF and local vigilante groups (Borno and Yobe)
Violence Against Women, Girls and Children - Rape - Sexual and gender based violence - Physical assault - Child marriage - Rapid divorce cases	**Legislation & Policy** Establishment of new laws to protect women and girls Prosecution of sexual offenders **NAP Promotion & Advocacy** Awareness creation to discourage child marriage and on the negative impact of divorce & HTPs **Capacity building & Service Delivery** Training of MDAs and other stakeholders **Research, Documentation & Dissemination** Documentation of cases of rape, sexual and gender based violence	Pillar 1 & 3	Percentage reduction in the cases of rape, physical assault Significant decline in reported cases of child marriage & HTPs Number of personnel trained Number of beneficiaries of psychosocial support Number of functional referral centres	Existence of Social and GBV desk officer at Police commands Increased reporting of SGBV Number of officials trained (Lawyers, Police, etc.)	Prosecution of sexual offenders	SMWA Legislators, Police Justice sector Humanitarian partners CSOs Development partners

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NORTH EAST ZONAL ACTION PLAN

Priorities	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actions & Resources
Community Crisis - Drug addiction, - Molestation of women and girls - Youth Restiveness - Religious intolerance - Communal clashes	**Capacity Building & Service Delivery** Rehabilitation of addicts Training and empowerment for women and girls **Legislation & policy** Establishment of laws for protecting women and girls and preventing molestation **NAP Promotion & Advocacy** Awareness creation on need for peaceful co-existence **Research, Documentation & Dissemination** Document and replicate good practices and models	Pillar 1, 2, 3 and 5	Number of women and girls rehabilitated from drug addiction. Number of women and girls empowered and having a source of livelihood. Reduction in the number of religious/ communal clashes Publications, reports and models of good practices available	Presence of non-functional Rehabilitation centres across states in the zone. NGOs working on empowerment of women and girls. Presence of religious and other faith based community groups	Over 60% of rehabilitated victims receiving appropriate care and psychosocial services. Disbursement of micro credit to women and girls and vocational skills training provided Peace and religious tolerance within different religious groups promoted	SMWA SMoYouth Empowerment,. MDAs NGOs CSOs. Traditional/community leaders Women & Youth groups, councils and networks FBOs and CSOs
Gender Responsive Inclusion in Peace Architecture - Ensure that distribution of relief materials to IDPs benefits women	**NAP Promotion & Advocacy** Awareness creation to assist women to know their rights as stakeholders in the distribution of relief materials meant for them and their children **Legislation & Policy** Enact laws and policies that promote women's participation	Pillars 2&4	Number of women actively involved in the disbursement of relief materials at all levels Number of laws enacted and policies adopted		35% representation of women on Relief Management Bodies/Groups Increase in available laws and policies	SMWA SASS MoJ SEMA CSOs Development Partners

NORTH WEST ZONAL PLAN

Priorities	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actions & Resources
Insecurity & Trans-border Crimes - Herdsmen & Farmers Crisis - Displacement; - Cattle Rustling & poverty - Politically / Religiously motivated crisis - Radicalization of Children - Abduction - Unemployment - Illiteracy	**Legislation & Policy** Strengthen the justice system for timely prosecution of perpetrators, initiators and financiers of political & religious crisis **NAP Promotion & Advocacy** - Advocacy and enlightenment programmes on extremism **Capacity Building & Service Delivery** - Training on mediation, CVE and peaceful co-existence - Training and skills development for law enforcement officials, the judiciary and other stakeholders in peace management and reconstruction **Research Documentation & Dissemination** - Studies and data collation on WPS issues	Pillars 1, 2, 4 & 5	Increased number of mediation programs Increased security agents in affected communities No of cases reported Level of reduction in public inflammatory statements Reduced indoctrination of children and enlisting as members of violent extremist groups Surveys by NGOs Availability of accurate data and reports on VAW/G	Existence of Cattle ranches e.g. Ladduga Government white papers & gazettes Mediation services by development partners Limited resources & funding	Establishment of Peace and Reconciliation Commissions in affected States Increased number of communities with Herdsmen & Farmers co-existing peacefully All closed schools re-opened Increased no of displaced persons return to their homes Political leaders avoid making public inflammatory statements	Government Bureau of Religious Affair National Boundary Commission MoJ Security Agents NPF Local Government Humanitarian Support groups Local Vigilante Groups Religious Leaders Traditional & Community Leaders CSOs (Myetti Allah Cattle Rearers Ass, Farmers Association) Peace and conflict resolution focused NGOs FBOs
Gender Responsive Inclusion In Peace Architecture - Women under representation in Politics formal peace processes and decision making positions at Local & State levels	**Legislation & Policy** - Enacting enabling laws - Domestication of existing gender policies **NAP Promotion & Advocacy** - Awareness creation on women participation - Positive women & youth engagement **Capacity Building & Service Delivery** - Training on mediation, CVE and peaceful co-existence - Training and skills development for law enforcement officials, the judiciary and other stakeholders in peace management and reconstruction	Pillar 1, 2, 3, 4 & 5	- A functioning Zonal Steering Committee on increasing women's active & full participation in Politics, Peace and Security decision making/ Architecture organs -Adoption of Affirmative Action in Politics, Peace and Security in line with the NGP provision	Women not members of State Security Committees; Women not on Political Party EXCOs Women not on conflict resolution/ negotiation tables Women under-represented in State Assemblies 35% affirmative action policy in place (NGP)	Increased representation of women in political structures and at decision-making 50% representation for both men and women in formal and informal Peace negotiations, political settlements and peace agreements	SMWA Legislature Major political parties' leadership at State & Local levels ZMC Community Heads CSOs & FBOS

NORTH WEST ZONAL PLAN

Priorities	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actions & Resources
Violence Against Women, Girls & Children - Physical & emotional abuse - High rate of divorce - Abandonment of pregnant wives - Child marriage/ trafficking - Street begging/ Child labour - Rape/ Sexual abuse - Illiteracy - Inadequate resources & funding, facilities & trained personnel	**NAP Promotion & Advocacy** - Sensitization on establishment of special courts for speedy hearing of VAWG related cases - Enforce Legislation on Child Rights **Capacity Building & Service Delivery** - Establish additional centres for survivors of VAWG, 1 Zonal Shelter and 1 Psycho - social/ Trauma Centre	Pillars 1, 2, 4 & 5	Number of concluded VAWG cases leading to persecution Increased reporting on VAWG Increased specialized services on VAWG Increased no of justice sector personnel trained in gender justice	Gender policy awaiting passage (Jigawa) - Child Rights Acts (Awaiting passage) - VAPP yet to be Domesticated - Disability policy Laws/policies that protect women, girls & children such as exists Sexual Assault referral centres exist in some States e.g. Zauren Sulhu Counselling Centre	States Special Courts established Police Gender Desk and functional State Peace Ambassadors Available Culture of silence broken Increased budgetary provisions & resource mobilisation 50% increase in persons receiving pyscho social care & rehabilitation	SMWA SMoJustice Legal Aid Council, States WPS Technical Working Groups) Community/Traditional Institutions CSOs Humanitarian Groups Dev. Partners.
Communal Crisis - Youth restiveness/ Violence - Kidnapping and armed banditry - Drug & substance abuse - inadequate resources	**Capacity Building & Service Delivery** - Reactivate dysfunctional Rehabilitation Centres and set up at least one in States where they are non- existent - Create early warning system mechanisms **Legislation & Policy** - Enact laws and adopt policies on arms proliferation **Research, Documentation & Dissemination** - Carry out studies and document findings -	Pillars 1, 2, 3, 4 & 5	Increased number of employed youths More youths trained in non – violent conflict approaches and peace building Increased number of early warning mechanisms	Over 60% youths are unemployed and out of school Politicians target youths as political thugs especially during election	Drug Abuse Rehabilitation Centres set-up Community –based interventions set up Schools Counselling support centres established	Security Agents (Police) MWASD SMoH LG Health Unit some SMo Youth & Sports CSOs

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SOUTH EAST ZONAL ACTION PLAN

Priorities /Issues	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actors & Resources
Insecurity and Trans border crime - Child/baby abduction and trafficking - In and out of school cultism	**NAP Promotion & Advocacy** - Awareness creation on the need to discourage child/baby trafficking **Capacity Building & Service Delivery** - Rehabilitation of perpetuators and survivors - Set up school anti-cult club - Organize train the trainers for Youth advocates on anti-cultism	Pillars 1 & 3	Number of trauma centres established. Number of returnees Number of anti-cultism clubs set up in schools	Report on child trafficking Security Personnel working on rescue missions	Anti-cult school club running in each senatorial district Youth advocates available Increased number of returnees	Security agencies SMWA MoE Community Leaders Youth groups
Violence against women girls and children - Gang rape/ raping of elderly women - Street begging - Exploitation of young women -Defilement	**Legislation & Policy** - Establish laws to protect women against gang rape **NAP Promotion & Advocacy** - Awareness creation on the need to discourage child begging and the negative impact of defilement	Pillars 1, 2, 3 & 5	Level of reduction in the number of reduced cases of gang rape Number of psycho-social experts Number of children rehabilitated	Existence of SGBV violence desk officer at Police commands across the country	Prosecution of sexual offenders	Legislators SMWA Justice sector Police Humanitarian Groups Dev. partners CSOs
Community Crisis - Conflict between communities and herdsmen - Indigenous People of Biafra (IPOB)	**NAP Promotion & Advocacy** - Advocacy on the need for peaceful co-existence	Pillars 3 & 4	Reduction in the number of communal clashes	Documented report on conflicts between herdsmen and locals	Number of peace sessions held Early warning Records	SMWA Traditional/community leaders NGOs FBOs CSOs
Gender Responsive Inclusion in Peace Architecture - Women in leadership and decision making	**NAP Promotion & Advocacy** Awareness on women's rights as stakeholders in decision making **Legislation & policy** - Enactment of laws in line with the 35% affirmative action	Pillar 4	Number of women occupying decision making position	Existence of the 35% affirmative action document (NGP)	35-45% Inclusion of women in decision making	SMWA Women advocacy groups CBOs

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SOUTH WEST ZONAL ACTION PLAN

Priorities /Issues	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actors & Resources
Violence Against Women, Girls and Children - Sexual & Gender-Based - Inadequate facilities and trained personnel	**NAP Promotion & Advocacy** - Advocacy on SAP Implementation **Legislation & Policy** - Domestication of VAPP - Domestication of NAP to SAP **Capacity Building & Service Delivery** - Training of security agencies/MDAs - Training for justice sector officials - Establish safe havens & shelters for victims of sexual violence and provide trauma counselling & victim support - Establishment of special courts to prosecute crimes **Research, Documentation & Dissemination** - Establishment of database for victims, cases prosecuted - Establishment of women-based watch-groups	Pillar 1, 2, 3 and 5	Number and types of laws and policies enacted Number and types of cases, actions taken/recommendations to address violations Increased number of reported cases of violations by security actors investigated Number and types of systematic prevention and mediation activities undertaken by women and women's groups Availability of accurate data/reports on VAW/G	VAPP law enacted in Oyo Similar laws already in existence (Ekiti State)	VAPP bill passed in at least 3 additional states 60% of victims receive appropriate psychosocial care & rehabilitation Extent to which violations of women and girls' human rights are reported, referred and investigated by human rights and other oversight bodies Budgetary provisions & resources available	SMWA MoJ NPF NSCDC FRSC NHRC NCWD Dev. partners CSOs FBOs
Communal Crisis - Herdsmen/Community Crisis - Land Grabbing - Flood & Fire	**NAP Promotion & Advocacy** - Sensitization & enlightenment Programmes on WPS issues - Advocacy visits to community heads - Promotef peace curriculum in schools **Legislation & Policy** - Enact and develop new laws and policies **Capacity Building & Service Delivery** - Train officials on early warning systems - Establishment of reporting mechanisms	Pillar 1, 2, 3, 4 & 5	Number and outcome of advocacy visits Number of women engaged on community platforms Existence of regular mechanisms for engaging women and women's groups in national and local level early warning systems	Existence of law in Ekiti state on grazing and related matters Existence of law on land matters (Lagos & Ogun states)	Functioning early warning systems and mechanisms within the States and Zones. Extent to which early warning systems establishes and operationalizes partnerships with CSOs and women's groups	SMWA NHRC Traditional/Community Leaders Women & Youth groups/Councils & networks SEMA Religious Leaders

SOUTH WEST ZONAL ACTION PLAN

Priorities /Issues	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actors & Resources
Gender Responsive Inclusion in Peace Architecture - Women representation in security operatives - Women's underrepresentation in political systems & structures - Inadequate resources and sector gender budget - Lack of comprehensive gender analysis on peace & security architecture	**NAP Promotion & Advocacy** - Campaign for affirmative action for women on security committees & other platforms **Legislation & Policy** - Implement and reform existing laws and policies **Research, Documentation & Dissemination** - Research and gender analysis on peace & security architecture	Pillar 2 & 3	% of women on state security committees and other platforms Number and seniority of women participating in formal & informal peace process	Existence of laws that protect women & girls	35% increase in women's representation in state security committees and other platform Increased budget & funding for women and girls issues in the states Adequate recruitment, retention, deployment and promotion of policies and processes, on increasing women's participation	SMWA (All states) MDAs NSA SMB& Planning SMoF
Insecurity & Trans - Border Crime - Trafficking of women and girls - Kidnapping & ritual killings - Cultism & violent extremism - Electoral violence	**NAP Promotion & Advocacy** - Production & dissemination of IEC materials & jingles **Legislation & Policy** - Promote implementation of existing laws & policies **Capacity Building & Service Delivery** - Training for officials on providing appropriate services to women **Research, Documentation & Dissemination** - Database on trafficking & victims - Collation of reports from states	Pillar 1, 2, 3 & 5	Level of dissemination of advocacy materials Number of personnel trained Quality and frequency of research documentation Amount, type and source of funding for implementation		Adequate funding available for implementation of Women Peace & Security Agenda	SMWA (All states) NSA MOD NHRC IPCR NAPTIP

SOUTH-SOUTH ZONAL ACTION PLAN

Priorities /Issues	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actors & Resources
Insecurity & Trans -border Crimes - Herdsmen destruction of farms - Security agent's violation of citizens' rights - Militancy in coastal areas - Crime (Cultism, Robbery and Kidnap) - Trafficking of children - Oil rent and gas flaring - Illegal Bunkering - Upsurge of drug abuse (use of Tramadol)	**NAP Promotion & Advocacy** - Advocacy visit to Legislative houses - Sensitization on existing laws protecting rights of women & girls - Sensitize public against cultism **Legislation & Policy** - Develop IDP policy aligned with UNSCR 1325in the states **Capacity Building & Service Delivery** -Training on SAP implementation **Research, Documentation & Dissemination** - Translation of SAP into local languages **Coordination** - Build synergy between Security Agencies and stakeholders - Establish Rapid Response Centres	Pillars 1, 3, 4 & 5	Number of visits to the Assembly on Anti-Cultism laws No of persons/groups sensitized on the ills of cultism. Audio Visual and IEC materials available Number of kidnapped persons successfully returned Number of affected agencies eventually paid Treaty signed by Herdsmen Number of reduced cases of conflict Number of rehabilitated drug addicts	Legalisation on bunkering Ineffectiveness of institutions handling payments Non-functional rapid response and Rehabilitation Centres available	Reduced incidence of cult activities Increased awareness on the ills associated with vices Restoration of values amongst the youth Reduced participation in cult activities Increase in number of rehabilitated youths	SMWA Legislature Security agencies NSCDC Judiciary IPCR MoIC NOA Media Local Vigilante PCRC Traditional/Youth Leaders Women groups CSOs & FBOs Humanitarian Groups Dev. partners
Community Crisis - Increased intra & inter communal conflict resulting from • Leadership tussle • Resource control • Politics • Pre, During & Post-election differences	**NAP Promotion & Advocacy** - Awareness and sensitization on the need for mutual coexistence and the dangers of cultism - Produce indigenous messages and air jingles **Legislation and Advocacy** - Laws and policies to address disinheritance & electoral violence **Capacity Building & Service Delivery** - Training on good governance and leadership **Research, Documentation and Dissemination** Research on youth and arms possession	Pillars 1, 2, 3 & 5	Number of Conflicts resolved Increased & equal access to resources Advocacy briefs & messages IEC/ Audio Visual materials Number of youths who have surrendered arms Good governance training provided and used by beneficiaries	Local Courts and Community Councils exist 1200 Hectares of land given to Herdsmen for grazing in Bayelsa	Improved reporting of cases by security agencies Rapid Response structure is set up and working. Improved reporting of rape & defilement cases Drop in stigmatization levels Increased participation of women in decision making process.	SMWA Legislature Security agencies NSCDC Judiciary IPCR MoIC NOA Media Local Vigilante PCRC Traditional/Youth Leaders Women groups CSOs & FBOs Dev. partners

SOUTH-SOUTH ZONAL ACTION PLAN

Priorities /Issues	Strategies & Activities	Linkages with NAP	Indicators	Baseline	Milestones & Targets	Actors & Resources
Violence Against Women, Girls and Children - Rape & Defilement - Cultural &HTPs e.g. FGM, Widowhood, Disinheritance - Domestic Violence & women battering - Child abuse & abduction of girls - Inadequate resources, personnel & capacity	**NAP Promotion and Advocacy** -Sensitization campaigns against rape & defilement -Schools & Market outreaches to enlighten women and girls - Set-up State multi stakeholder's task force to drive and supervise campaign at the council level. - Set up Rapid Response Unit to attend to reported cases and operate Family Courts **Legislation/Policy** - Enact stringent laws to curb menace **Capacity Building and Service Delivery** - Liaise with PCRC and judiciary to provide legal support -Train and equip community members and partners with counselling skills	Pillars 2,3, 4 & 5	30% reduction in VAW cases 50% increase in reported cases of violations by security agents SAP on UNSCR1325 developed Number of visits to SASS & laws passed Number of persons sensitized on the rights of women and girls Advocacy Briefs, Messages & IEC materials produced Minutes of meetings with women's groups	Family Court in Edo State DRAFT IDP Policy for House deliberations	Improved reporting of cases on all forms of VAWG Available Reporting template Enhanced counselling capacity Psycho-social trauma centre established Provision of soft loans and access to skills acquisition centre	SMWA (Bayelsa, C/River, Edo, A/Ibom) Legislature Judiciary Security Agencies SMoI, NOA & Media, Traditional & Youth Leaders Women & Youth groups CSOs & FBOs Dev. partners
Gender Inclusion in Peace Architecture - Women's Low Representation and Participation in Peace and Security Architecture - Women's under-representation in Political Structures - Inadequate Resources/ Personnel for programming	**Capacity Building and Service Delivery** - Training to improve decision making skills of women at all levels - Training on peace building **NAP Promotion and Advocacy** - Produce & disseminate IEC materials & jingles on WPS issues - Advocate for appointment and recruitment of women into high ranking positions in security outfits **Legislation and Policy** - Enact and adopt new laws and relevant policies - Domesticate NAP & advocate for funding to implement the SAP **Research, Documentation and Dissemination** - Simplify the NAP/SAP **Coordination** - Promote synergy between inter-ministerial agencies and line ministry	1, 2, 4	-Audio Visual materials -Minutes of Meetings -Advocacy briefs IEC materials -Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights and other oversight bodies -Number and types of cases, actions taken/recommendations to address violations)	Programs at State Ministry of Women Affairs	An increase in the number of women and Youth empowered in Skills Number of Women involved in Peace processes like PCRC Peace Building initiative	SMWA (Bayelsa, C/River, Edo, A/Ibom) Legislature Judiciary Security Agencies SMoI, NOA & Media, Traditional & Youth Leaders Women & Youth groups CSOs & FBOs Dev. partners

5.0 MONITORING, EVALUATION AND REPORTING FRAMEWORK

Monitoring and Evaluation is critical in tracking the success of any programme or policy. It paves way for learning and subsequent improvement. Monitoring and Evaluation encourages transparency and accountability which gives values in effective governance. For effective tracking of implementation of NAP, it is critical to put a clear and user-friendly monitoring and evaluation tool in place. It also helps to strengthen a sustainable system based approach through a multidimensional and gender sensitive system, which supports the continuous improvement of the state implementation process.

The monitoring and evaluation framework which also incorporates a reporting template was developed after careful consultations at zonal and national levels. The template is context-related and allows monitoring at different levels and through both formal and informal processes. It allows for the participation of key actors in women peace and security and incorporates aspects of implementation ranging from process to completion. The M&E template serves as a guide to be used at all levels such as Federal, State, LGA and Community levels.

The lifespan of NAP is three (3) years – after which it is reviewed. The National Technical Working Group (NTWG) has a critical role in the monitoring and evaluation of the plan. Responsible actors identified in the plan will report on progress during their quarterly meetings. However, reports from the local and state levels can be sent to the NAP secretariat housed in the Federal Ministry of Women Affairs. The role of credible CSOs is key in this respect. Aside from the yearly review, NAP will also be reviewed quarterly to ensure adherence to the accountability and reporting mechanisms. An observatory reporting system will go a long way towards ensuring friendly reporting mechanism, tracking cases and ensuring prosecution.

Reporting Format

Levels of Reporting	Type of Report	To Whom	Responsible Party
International Level	Mid-term – 18 months Final report – 3 years	CEDAW Committee	FMWASD
National Level	Yearly	The Presidency/ National Assembly	FMWASD/NTWG
State Level	Bi-annual	Governor	SMWA
Community Level	Progress report Quarterly	State Technical Working Committee	CSOs & other groups

ENDNOTES

http://peacewomen.org/sites/default/files/Kenya%20NAP-with-cover-final.pdf

http://www.worldbank.org/en/country/nigeria/overview

http://www.tradingeconomics.com/nigeria/population-female-percent-of-total-wb-data.html

http://www.unocha.org/nigeria/about-ocha-nigeria/about-crisis

Report of Baseline Survey (Adamawa, Plateau & Gombe States of Nigeria)

North-East Zonal Consultation Report 2016

South-East Zonal Consultation report 2017

Adapted from the AU Commission, Implementation of the Women, Peace and Security Agenda in Africa, 2016

REFERENCES

African Union Commission, *"Implementation of the Women, Peace and Security Agenda in Africa"*, Ethiopia: 2016

UN Women, *"Preventing Conflict Transforming Justice, Seeing the Peace' A Global Study on the Implementation of United Nations Security General Resolution 1325"*, New York: 2015

UN Women, *"Promoting Women's Engagement in Peace and Security in Northern Nigeria"*, Abuja: 2016

National Action Plan for the Implementation of UNSCR 1325 and Related Resolutions in Nigeria

National Gender Policy

ANNEX 1: UNSCR 1325

United Nations   S/RES/1325 (2000)
Security Council
Resolution 1325 (2000)

Adopted by the Security Council at its 4213th meeting,
on 31 October 2000

The *Security Council*,

Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President and recalling also the statement of its President, to the press on the occasion of the United Nations Day for Women's Rights and International Peace of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the twenty-first century" (A/S-23/10/ Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision- making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

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Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

Noting the need to consolidate data on the impact of armed conflict on women and girls,

1. Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;

2. Encourages the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;

3. Urges the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;

4. Further urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;

5. Expresses its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;

6. Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;

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7. Urges Member States to increase their voluntary financial, technical and logistical support for gender sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;

8. Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;

9. Calls upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention Security Council - 5 - Press Release SC/6942 4213th Meeting (PM) 31 October 2000 on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;

10. Calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;

11. Emphasizes the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions;

12. Calls upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998;

13. Encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;

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14. Reaffirms its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;

15. Expresses its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;

16. Invites 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 and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;

17. Requests the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

18. Decides to remain actively seized of the matter.

ANNEX 2: UNSCR 2349

United Nations

Security Council

S/RES/2349 (2017)

Resolution 2349 (2017)

Adopted by the Security Council at its 7911th meeting, on 31 March 2017

The Security Council,

Recalling its previous resolutions and presidential statements on counter-terrorism, conflict prevention in Africa, the protection of civilians, women, peace and security, children and armed conflict, and on the United Nations Office for West Africa and the Sahel (UNOWAS) and the United Nations Regional Office for Central Africa (UNOCA),

Recalling its visit to the Lake Chad Basin Region (the Region) from 2 to 7 March 2017 to engage in dialogue with the Governments of Cameroon, Chad, Niger, and Nigeria, displaced persons, security and humanitarian personnel, civil society including women's organizations, and regional bodies,

Affirming its solidarity and full support for the conflict-affected populations of the Region including displaced and host communities who are suffering from the ongoing security crisis, humanitarian emergency, and development deficits resulting from the violence by terrorist groups Boko Haram and the Islamic State in Iraq and the Levant (ISIL, also known as Da'esh), and its solidarity with the respective Governments in their efforts to address these urgent needs, whilst addressing adverse economic conditions,

Affirming its strong commitment to the sovereignty, independence, unity and territorial integrity of Cameroon, Chad, Niger and Nigeria,

Recognizing the determination and ownership of the Governments in the Region, as well as well as sub-regional and regional organizations, to address the impact of Boko Haram and ISIL,

Expressing grave concern at the ongoing terrorist attacks perpetrated by Boko Haram and ISIL, and the dire humanitarian situation across the Region caused by the activities of Boko Haram, including large-scale displacement, and the risk of famine in north-east Nigeria,

Reaffirming that terrorism in all forms and manifestations constitutes one of the most serious threats to international peace and security and that any acts of terrorism are criminal and unjustifiable regardless of their motivations, whenever

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Security, Protection of Civilians and Human Rights

1. *Strongly condemns* all terrorist attacks, violations of international humanitarian law and abuses of human rights by Boko Haram and ISIL in the Region, including those involving killings and other violence against civilians, notably women and children, abductions, pillaging, child, early and forced marriage, rape, sexual slavery and other sexual and gender-based violence, and recruitment and use of children, including increasingly the use of girls as suicide bombers, and destruction of civilian property, and *calls* for those responsible for these acts to be held accountable, and brought to justice;

2. *Recalls* the Communiqués of the AUPSC on Boko Haram, including from the 484th meeting, *recognises* the continued support of the AU to the MNJTF, and *calls* for the Member States of the Lake Chad Basin Commission (LCBC) and Benin to continue their efforts in the fight against Boko Haram and implementation of the Communiqués; *further acknowledging* the need for an effective and strategic relationship between the AUPSC and the Security Council, to enable both institutions to support stability and development in the Lake Chad Basin;

3. *Encourages* Governments in the Region to sustain momentum, further enhance regional military cooperation and coordination, comply with obligations under international humanitarian and human rights law, secure the conditions to enable safe, timely and unhindered humanitarian access, facilitate the restoration of civilian security and the rule of law in areas restored to Government control, and guarantee free movement of goods and persons; and *further encourages* regional collaboration on the implementation of the 2016 Abuja Regional Security Summit conclusions and strengthened cooperation under the auspices of a third Regional Security Summit in 2018, including with respect to post-conflict stabilisation and recovery;

4. *Welcomes* the multilateral and bilateral support provided to the military efforts in the Region and *encourages* greater support to strengthen the operational capability of the MNJTF to further the Region's efforts to combat Boko Haram and ISIL, which may include appropriate, logistical, mobility and communications assistance, equipment, as well as modalities to increase effective information sharing as appropriate, given the complex environment in which they operate and the evolving tactics of Boko Haram and ISIL, as well as training, including on sexual and gender-based violence, gender and child protection;

5. *Calls* for the urgent deployment of the remaining MNJTF civilian personnel, including Human Rights Advisers through the AU, and a dedicated Gender Adviser, and for the pledges made at the AU donor conference of 1 February 2015 in support of the MNJTF to be promptly fulfilled, *encourages* the AU to disperse funds provided for the MNJTF by key partners, *further encourages* Member States to contribute generously to the AU Trust Fund, and *requests* the Secretary-General to advocate strongly with the international community and donors in support of this effort;

6. *Reiterates* its call on Member States to move vigorously and decisively to cut the flows of funds and other financial assets and economic resources to individuals, groups, undertakings and entities on the ISIL and Al-Qaida Sanctions List, including Boko Haram, *reiterates* its readiness to consider listing individuals, groups, undertakings and

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entities providing support to Boko Haram, including those who are financing, arming, planning or recruiting for Boko Haram, and in this regard *encourages* all Member States to submit to the Committee listing requests for individuals, groups, undertakings and entities supporting Boko Haram;

7. *Calls upon* the countries of the Region to prevent, criminalize, investigate, rosecute and ensure accountability of those who engage in transnational organized crime, in particular in arms trafficking and trafficking in persons;

8. *Calls upon* relevant United Nations entities, including UNOCA, UNOWAS, and the United Nations Office to the African Union (UNOAU) to redouble their support for Governments in the Region, as well as sub-regional and regional organizations, to address the impact of Boko Haram and ISIL violence on the peace and stability of the Region, including by addressing the conditions conducive to the spread of terrorism, and violent extremism that can be conducive to terrorism, in line with the United Nations Global Counter-Terrorism Strategy, and to conduct and gather gender-sensitive research and data collection on the drivers of radicalization for women, and the impacts of counter-terrorism strategies on women's human rights and women's organizations, in order to develop targeted and evidence-based policy and programming responses;

9. *Calls upon* Member States to ensure that any measures taken to counter terrorism comply with all their obligations under international law, in particular, international human rights law, international refugee law and international humanitarian law; and *further encourages* Governments in the Region to consider, in discussion with communities, the potential impact of operations against and security responses to Boko Haram and ISIL on people's livelihoods, and freedom of movement;

10. *Expresses regret* at the tragic loss of life in the January 2017 Rann incident, *welcomes* the commitment expressed by relevant Nigerian authorities to investigate and ensure accountability for those responsible, and *calls* for transparency on the findings of the investigation report and action taken;

11. *Expresses* concern about the protection needs of civilians in the Region affected by the scourge of terrorism, including those resulting from sexual exploitation and abuse, extra-judicial killings, arbitrary detention, torture, and recruitment and use of children in violation of international law; and *welcomes* initial steps taken such as the deployment of female members of the security services to IDP camps where sexual exploitation and abuse has been reported or confirmed;

12. *Reiterates* the primary responsibility of Member States to protect civilian populations on their territories, in accordance with their obligations under international law, and *calls on* all Governments in the Region, and as relevant the United Nations and other actors, to prioritise human rights protection concerns including through: greater cooperation by concerned Governments with the Office of the High Commissioner for Human Rights (OHCHR) and the Offices of the Special Representatives on Sexual Violence in Conflict and Children and Armed Conflict; taking urgent measures to prevent arbitrary arrest and

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detention and ensure that persons deprived of liberty are treated in accordance with international law; enhanced capacity and responsiveness of national human rights mechanisms across the Region; and taking measures to increase the number of women   in the security sector;

13. *Emphasises* the importance of strengthening cross-border judicial cooperation in identifying and prosecuting perpetrators of human rights violations and abuses, as well as the most serious crimes, such as sexual and gender-based violence; *calls on* Governments in the Region to provide rapid access for survivors of abduction and sexual violence to specialised medical and psychosocial services, and community reintegration, to prevent stigmatisation and persecution, and *encourages* the international community to extend its support in this regard; *urges* the prompt investigation of all allegations of abuse, including sexual abuse, and holding those responsible accountable; and *encourages* the creation of a timeline for transferral of camp management to civilian structures to ensure the civilian nature of IDP sites, whilst taking due consideration of the security situation in these sites;

14. *Urges* Governments in the Region to ensure women's full and equal participation in national institutions and mechanisms for the prevention and resolution of conflicts, including in the development of strategies to counter Boko Haram and ISIL, *welcomes* initial efforts in the Region to address women's representation such as the 25% quota for elected offices in Niger, and *strongly encourages* the further development, implementation and funding of National Action Plans on Women, Peace and Security by Cameroon, Chad, Niger and Nigeria; and *encourages* all regional organizations engaged in peace and security efforts in the Region to ensure that gender analysis and women's participation are integrated into their assessments, planning, and operations;

Humanitarian

15. *Welcomes* the efforts of Governments in the Region and of regional and sub-regional organisations, as well as the hospitality provided by host communities for the millions of displaced people, the majority of whom are women and children, who are uniquely impacted, and *urges* Governments in the Region, donors and relevant international non-governmental organisations to urgently redouble their efforts and ensure close coordination, including between development and humanitarian actors, in particular to enhance early recovery, food security, improve living conditions, and increase livelihood opportunities;

16. *Urges* all parties to the conflict to ensure respect for and protection of humanitarian personnel, facilities, and their means of transport and equipment, and to facilitate safe, timely and unhindered access for humanitarian organisations to deliver lifesaving aid to affected people, and in particular in the case of Governments, where applicable, through facilitating bureaucratic and administrative procedures such as the expediting of outstanding registrations, and importation of humanitarian supplies, and *further calls upon* Governments in the Region to increase collaboration with United Nations partners including through more effective civilian-military coordination mechanisms;

17. *Welcomes* the $458 million in humanitarian assistance pledged at the Oslo conference for 2017 and urges swift disbursement of these funds to prevent further deterioration of the humanitarian crisis and to begin to address endemic development needs; and *strongly encourages* all other/non-traditional donors to contribute in line with the needs highlighted in the 2017 Humanitarian Response Plans of each country;

18. *Further welcomes* the Government of Nigeria's announcement of its 2017 spending plans for north-east Nigeria which project total federal and state government expenditure of $1 billion on development and humanitarian activities, and *urges* swift implementation of these plans;

19. *Welcomes* the scaling up of the United Nations response, especially in north-east Nigeria, and *calls for* further deployment of experienced staff, measures to reduce staff turnover, and strong coordination, including through creation of civil-military coordination guidelines, provision of training to further improve coordination between armed forces and humanitarian personnel, coordination across borders and the development of multi-year prioritised plans; and *further calls on* all humanitarian organisations to ensure programming is gender-sensitive, based on strengthening resilience within communities and developed based on the need of, and where possible in consultation with affected people and local organisations;

20. *Urges* relevant national and through them local authorities to ensure that resources dedicated to the humanitarian effort are directed to those most in need;

21. *Calls upon* Governments in the Region to ensure that the return of refugees and IDPs to their areas of origin is voluntary, based on informed decisions, and in safety and dignity; *urges* relevant national and local authorities to work cooperatively with displaced persons and host communities, to prevent secondary displacement of affected populations, and to take all necessary steps to respond to the humanitarian needs of host communities, and *encourages* the international community to extend its support in this regard; *welcomes* the signing by the Governments of Nigeria and Cameroon, and the Office of the High Commissioner for Refugees, of the tripartite agreement on 2 M a r c h 2017 on the voluntary repatriation of Nigerian refugees, and *urges* its swift and complete implementation;

Root Causes and Development

22. *Calls upon* the Governments in the Region to take further measures to address social, political, economic and gender inequalities, and environmental challenges, and to develop strategies to counter the violent extremist narrative that can incite terrorist a c t s , a n d address the conditions conducive to the spread of violent extremism, which c a n b e conducive to terrorism, including by empowering youth, families, women, r e l i g i o u s , cultural and education leaders, in order to help address the conditions which h a v e enabled the emergence and survival of Boko Haram and ISIL;

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23. *Recognises* the complex challenges faced by the Region and *welcomes* the development of programmes by the respective Governments to help build and sustain peace by addressing the root causes of the crisis, namely the "Buhari Plan" of Nigeria, the Programme "Renaissance" of Niger, the "Recovery Road Map" the Special Youth Triennial Programme of Cameroon, the "Vision 2030: the Chad we want" of Chad, and the Lake Chad Development and Climate Resilience Action Plan of the LCBC; *calls upon* respective Governments to strengthen their coordination and prioritisation within these programmes to enable effective implementation, and *calls upon* international partners to extend their support in this regard;

24. *Calls upon* Governments in the Region, including through the support of the international community, to support early recovery activities and long-term investment in vital services such as health care and education, agriculture, infrastructure such as the safe trade corridor and livelihoods, social cohesion, good governance, and the rule of law, to enhance longer-term recovery and resilience of populations, particularly for the areas with the most pressing need;

25. *Encourages* the Economic Community of West African States (ECOWAS) and the Economic Community of Central African States (ECCAS), together with the LCBC, to develop a comprehensive and common strategy that effectively addresses the drivers that contributed to the emergence of Boko Haram and ISIL, with a particular focus on longer term development needs; and *further urges* the two sub-regional organisations to convene their planned summit on Boko Haram to adopt a common strategy and develop active cooperation and coordination mechanisms;

26. *Recognises* the adverse effects of climate change and ecological changes among other factors on the stability of the Region, including through water scarcity, drought, desertification, land degradation, and food insecurity, and *emphasises* the need for adequate risk assessments and risk management strategies by governments and the United Nations relating to these factors;

27. *Acknowledges* the important contribution of civil society, in particular women's and youth organisations, to conflict prevention, conflict resolution, and peacebuilding and humanitarian efforts in the region, and *encourages* greater dialogue between respective Governments and civil society, as well as support;

28. *Calls upon* the United Nations and its partners to make further progress towards the implementation of the United Nations Integrated Strategy for the Sahel (UNISS) in order to address comprehensively the security, political, and developmental challenges and the underlying root causes and drivers of instability and conflicts in the Sahel region;

Disarmament, demobilisation, rehabilitation and reintegration, and accountability

29. *Encourages* Governments in the Region, in collaboration with regional and sub-regional organisations, relevant United Nations entities and other relevant stakeholders, and, in the context of this resolution, to develop and implement a regional and coordinated strategy that encompasses transparent, inclusive, human rights-compliant disarmament, demobilisation, de-radicalisation, rehabilitation and reintegration initiatives, in line with strategies for prosecution, where appropriate, for persons associated with Boko Haram and ISIL, drawing upon regional and international best practice and lessons learned; and *urges* relevant national and through them local actors, to develop and implement appropriate plans for the disarmament, demobilisation, reintegration, and where appropriate prosecution of the Civilian Joint Task Force (CJTF) and other community-based security groups;

30. *Stresses* the need to pay particular attention to the treatment and reintegration of women and children formerly associated with Boko Haram and ISIL, including through the signing and implementing of protocols for the rapid handover of children suspected of having association with Boko Haram to relevant civilian child protection actors, as well as access for child protection actors to all centres holding children, in accordance with applicable international obligations, and the best interests of the child;

31. *Urges* Governments in the Region to develop and implement consistent policies for promoting defections from Boko Haram and ISIL and for deradicalising and reintegrating those who do defect, and to ensure that there is no impunity for those responsible for terrorist acts, and abuses and violations of international human rights and violations of humanitarian law; and *invites* the international community to extend its support to the Governments in the Region in developing and implementing their disarmament, demobilisation, rehabilitation and reintegration strategies and policies;

32. *Calls upon* concerned governments to urgently develop and implement, consistent with international law, in particular international human rights law, international refugee law and international humanitarian law as applicable, vetting criteria and processes allowing for the prompt assessment of all persons who have been associated with Boko Haram and ISIL in the custody of authorities, including persons captured or surrendered to authorities, or who are found in refugee or IDP camps, and to ensure that children are treated in accordance with international law; and *encourages* Governments in the Region, within the context of this resolution, to prosecute those responsible for terrorist acts, where appropriate, and to develop both rehabilitation programmes in custodial settings for detained terrorist suspects and sentenced persons, and reintegration programmes to assist persons either released from custody having served their sentence or those who have completed a rehabilitation programme in an alternative setting, in order to facilitate reintegration into their communities;

Follow-Up

33. *Encourages* the Secretary-General, with a view to enhancing collaboration and responsibility among relevant entities and mobilising resources for the region, to make a high level visit to the Region, and *invites* him to consider undertaking a joint visit with the World Bank, Chairperson of the AU Commission, the President of the World Bank Group, and the President of the African Development Bank, to strengthen the focus on and commitment to the Region of the international community;

34. *Requests* the Secretary-General to produce a written report within five months on the United Nations' assessment of the situation in the Lake Chad Basin Region as it relates to elements of this resolution, particularly regarding the progress made and remaining challenges, and possible measures for consideration, including with respect to achieving greater coherence of efforts in the context of overlapping regional strategies, and thereafter to include these elements in regular reporting by UNOCA and UNOWAS.

ANNEX 3: A Global Study on the Implementation of United Nations Security Council Resolution 1325

EXECUTIVE SUMMARY

To mark the fifteenth anniversary of the adoption of resolution 1325 (2000), the Security Council adopted resolution 2122 (2013) inviting the Secretary-General to conduct a review with regard to the implementation of resolution 1325. The review was to identify the gaps and challenges, as well as emerging trends and priorities for action. It requested the Secretary-general to thereafter submit a report based on the findings of this review to the Security Council in October 2015. The Secretary-General requested Radhika Coomaraswamy to be the lead author of the study on the recommendation of the United Nations Standing Committee on Women, Peace and Security. UN Women was requested to be the secretariat of the study. A High-Level Advisory Group was constituted from all regions of the world to assist Ms. Coomaraswamy.

It was decided that Ms. Coomaraswamy would lead a comprehensive study with regard to developments in the fifteen-year period since resolution 1325 was adopted. Ms. Coomaraswamy and the members of her High-Level Advisory Group held consultations with a diverse group of stakeholders, in all regions of the world. In addition, UN Women commissioned research papers for the Global Study, which will be published separately in an accompanying volume. More than 60 Member States, international and regional organizations responded to requests for submissions to the Global Study and 47 civil society organizations, academics and research institutes provided inputs via a public website. A survey of civil society organizations generated responses from 317 organizations in 71 countries.

The world has changed since the Security Council adopted resolution 1325 in October 2000. The nature of conflict in certain regions is qualitatively different, the content of what we mean by 'peace' and 'security' is evolving, and the understanding of what we mean by 'justice' has also transformed. This ever-changing and ever evolving reality poses major dilemmas for the four pillars of Security Council resolution 1325 and its subsequent resolutions: these pillars of prevention, protection, participation, and peacebuilding and recovery. It is in this context of a changing world and shifting dynamics for peace and security, that the Global Study undertakes a fifteen-year review of the implementation of resolution 1325.

Although the world has changed, there have been a number of successes in implementation over the past fifteen years.

- The international community has adopted a comprehensive normative framework with regard to sexual violence in conflict. The Rome Statute of the International

Criminal Court that came into force in 2002 outlines a comprehensive list of crimes against women. Since the 1990s, international courts and tribunals have developed sophisticated jurisprudence with regard to these crimes. The Security Council has also acted decisively—a Special Representative on Sexual Violence in Conflict has been appointed by the Secretary-General to report to the Council, and a monitoring and reporting mechanism has been established at the local level to report on sexual violence against women and girls in conflict situations on the agenda of the Security Council. Commissions of Inquiry and fact-finding missions set up by the Human Rights Council increasingly have a mandate to investigate sexual and gender based violence, and a roster of experts exists within the international community to support the investigation of these international crimes.

- The international community and national governments have begun to understand the importance of national and communal healing as a part of holistic justice and accountability processes, including truth seeking, reconciliation, memorialization and reparations for women victims of violations.

- The Committee on the Elimination of Discrimination against Women adopted General Recommendation 30 on women in conflict prevention, conflict and post-conflict situations, which provides detailed guidance to Member States on issues related to women, peace and security and the criteria for accountability, and makes clear that implementing resolution 1325 is the responsibility of every Member State.

- Between 1990 and 2000, when the Security Council adopted 1325, just 11 per cent of peace agreements signed included a reference to women. Since the adoption of resolution 1325, 27 per cent of peace agreements have referenced women. Of the six agreements resulting from peace talks or national dialogue processes supported by the UN in 2014, 67 per cent contained references relevant to women, peace and security.

- The number of senior women leaders within the UN has been on the rise, from special envoys of the Secretary-General, to the first female commander of a peacekeeping mission.

- Bilateral aid on gender equality to fragile States has quadrupled in the last decade—but from a practically non-existent level, at the start.

However, much of the progress toward the implementation of resolution 1325 continues to be measured in 'firsts,' rather than as standard practice. Obstacles and challenges still persist and prevent the full implementation of the women, peace and security (WPS) agenda.

- With regard to sexual violence, despite the comprehensive normative framework, there are very few actual prosecutions, particularly at the national level. Though some argue that the normative frameworks have deterred future crimes, others claim that there has been no significant difference for women on the ground. More research is needed to validate these claims and respond to the justice needs of victims.

- Though the participation of women in formal peace processes has been inching up, a study of 31 major peace processes between 1992 and 2011 revealed that only nine per cent of negotiators were women—a negligible figure given the issues that are involved. Only three per cent of the military in UN missions are women, and the majority of these are employed as support staff. These two areas of peacemaking and peacekeeping are among the most persistently challenging for ensuring women's equal and meaningful participation.

- Despite a great deal of effort by the international community to encourage Member States to have inclusive processes to formulate national action plans on women, peace and security, only 54 countries have formulated such action plans. Many of these plans are focused on process, with neither mechanisms for accountability nor budgets available for real implementation.

- The rise of violent extremism in many parts of the world has led to a real threat to the lives of women as well as to a cycle of militarization where women are often in an ambivalent position, rejecting the strictures on their conduct by violent extremists but wanting to protect their families and their communities from polarization and threat. Some women also become fighters and join extremist groups, some against their will but many out of real conviction. Women peacebuilders are also caught between the rising tide of extremism in their communities, and the constraints placed upon their work by counter-terrorism policies that restrict their access to critical funds and resources.

- Though there is a great deal of rhetoric supporting women, peace and security, funding for programmes and processes remains abysmally low across all areas of the agenda. Bilateral aid has increased to fragile States with regard to gender issues, but it is only still six per cent of the total aid package, and only two per cent of aid earmarked for peace and security. The quality of project-style aid also needs restructuring and re-examination.

Confronting the status quo of peace and security, the Global Study sets out detailed recommendations under every chapter and under each theme. It also concludes with a set of general recommendations for policy guidance and advocacy. Discussions and consultations with regard to the Global Study pointed to the following set of principles around which the world should unite:

- **Prevention of conflict must be the priority, not the use of force.** Greater attention must be paid to the prevention of conflict, and the use of force must always be the last resort when all other options have failed. The Global Study emphasizes the importance of short-term prevention measures such as early warning systems and intensified efforts at preemptive dialogue at the local, national and international levels. It also examines measures to address the root causes and structural drivers of conflict, such as exclusion, discrimination, attacks on dignity and structural inequality. These, along with measures dealing with the proliferation of small arms, violent masculinities and climate change should also be implemented.

- **Resolution 1325 is a human rights mandate.** It must not be forgotten that resolution 1325 was conceived of and lobbied for as a human rights resolution that would promote the rights of women in conflict situations. Any policy or programme on women, peace and security must be conducted with this in mind. Attempts to 'securitize' issues and to use women as instruments in military strategy must be consistently discouraged. The Global Study explores the role of human rights mechanisms in holding Member States accountable for human rights obligations relating to the women, peace and security agenda, including through international treaty bodies, Universal Periodic Reviews, and regional human rights courts and commissions.

- **Women's participation is key to sustainable peace.** This study contains research that comprehensively demonstrates that the participation of women at all levels is key to the operational effectiveness, success and sustainability of peace processes and peacebuilding efforts. Mediators, facilitators and leadership in peace operations must be proactive in including women in all aspects of peacemaking, peacekeeping and peacebuilding. The Global Study describes the substantial increase in frequency of gender-sensitive language in peace agreements, and the number of women, women's groups and gender experts who serve as official negotiators, mediators, signatories, witnesses or in advisory bodies. Nonetheless, in many conflict affected contexts, women's official participation may be temporary, their delegated roles may be more symbolic than substantive and their influential capacity may be directly resisted by cultural norms.

- **Perpetrators must be held accountable and justice must be transformative.** Perpetrators of grave crimes against women should be held accountable for their actions so that women receive justice and future crimes are deterred. At the same time, justice in conflict and post-conflict settings must be transformative in nature, addressing not only the singular violation experienced by women, but also the underlying inequalities which render women and girls vulnerable during times of conflict and which inform the consequences of the human rights violations they experience. The Global Study explores both the importance of fighting impunity for crimes against women through criminal justice proceedings, while also recognizing the central role played by reparations, truth and reconciliation processes and in ensuring that victims and their communities heal and recover together.

- **Localization of approaches and inclusive and participatory processes are crucial to the success of national and international peace efforts.** In the area of peacebuilding, there must be a detailed mapping and understanding of local conditions with the participation of women themselves before programmes are designed, formulated or implemented. The 'one-size-fits-all' policy, transferring 'best practices,' is not always what is needed in many situations of conflict. The Global Study describes the peacebuilding period as an opportunity to transform societies and work toward gender equality; to build economies and institutions that recognize and seek to address the specific challenges women face.

- **Supporting women peacebuilders and respecting their autonomy is one important way to counter extremism.** Across religions and regions, a common thread shared by extremist groups is that in each and every instance, their advance has been coupled with attacks on the rights of women and girls—rights to education, to public life and to decision making over their own bodies. It is clear that military responses alone are insufficient in routing out violent extremism. The Global Study explores how funding and support to women peacebuilders in contexts of rising extremism can play a critical role in ensuring that extremist ideologies neither survive nor thrive.

- **All key actors must play their role.** Member States, regional organizations, the media, civil society and youth all have a vital role to play in working together to implement the women, peace and security agenda, and holding one another accountable to commitments. The Global Study explores the successes and challenges that each set of actors has faced over the past 15 years, and sets expectations for carrying the WPS agenda into the future.

- **A gender lens must be introduced into all aspects of the work of the Security Council.** The Security Council must continue its work on the implementation of the women, peace and security agenda, and in order to do so, requires additional support and information. The Global Study explores avenues to better inform the work of the Security Council on implementation, from more robust sanctions, to more frequent briefings from civil society, to closer exchanges with the Human Rights Council, to the creation of an informal expert working group on women, peace and security.

- **The persistent failure to adequately finance the women, peace and security agenda must be addressed.** The failure to allocate sufficient resources and funds has been perhaps the most serious and unrelenting obstacle to implementation of women, peace and security commitments over the past 15 years. This lack of financing may be somewhat overcome if Member States, regional organizations and the UN system all commit to earmarking a minimum of 15 per cent of all funding relating to peace and security for programmes whose principal objective is to address women's specific needs and advance gender equality. The Global Study further recommends an increase in predictable, accessible and flexible funding for

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women's civil society organizations working on peace and security at all levels, including through dedicated financing instruments such as the new Global Acceleration Instrument on Women, Peace and Security and Humanitarian Action.

- **A strong gender architecture at the United Nations is essential.** The Study is clear: the United Nations must play the lead role in creating a peaceful and secure world for all of us—holding true to its original vision to turn 'swords into plowshares.' To do so, the UN must adopt structural changes to capitalize on its available resources for women, peace and security, and ensure that the entire system moves forward in a coherent and coordinated manner to bring gender equality and women's empowerment into the core of its work in all areas.

To this end, the study makes key recommendations, including the following:
- ✓ An Assistant Secretary-General, with dedicated resources, should be appointed at UN Women to deal with crises, conflict and emergencies, after a full re-appraisal of UN Women's work in headquarters and the field on women, peace and security.

- ✓ Greater resources must also be allocated to UN Women in general, to support its work in conflict settings.

- ✓ There must be a senior gender advisor at the D1 level in the office of every Special Representative of the Secretary-General, with hybrid technical gender experts in thematic units.

- ✓ The gender divisions of DPKO and DPA at headquarters should be strengthened.

- ✓ UN Women, DPKO and DPA should jointly provide technical, political and policy expertise to the gender staffing of peacekeeping and special political missions.

- ✓ There should be discussion with all stakeholders with regard to the feasibility of setting up an International Tribunal for Sexual Exploitation and Abuse by UN peacekeepers and UN staff in the field. This issue remains the major controversy that brings the UN, and the entire international community, into disrepute in the eyes of public opinion.

The Global Study concludes, not with a recommendation, but with a call to action. The great changes we are undergoing must primarily be understood in the context of the needs and concerns of women in specific situations of conflict. The 'local' must clearly be the most important factor in our analysis. Nevertheless, women spoke with one voice from every continent to convey a key message to the Security Council: The United Nations must take the lead in stopping the process of militarization and militarism that began in 2001 in an ever-increasing cycle of conflict. The normalization of violence at the local, national and international levels must cease. Networks of women peacebuilders and peacemakers must be expanded and supported to come to the fore. Their solidarity is essential if we are to move the world toward the original vision of the United Nations, where nations turn their 'swords into plowshares' and act with conviction to prevent wars through dialogue and discussion.

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Annex 4: Monitoring, Evaluation and Reporting Template

Report Completed by:
Designation:
Name of MDA or Organization:
Sector/Area of Focus:
Date of Report:
Role in NAP Operational Structure (e.g. Member NTWG/SIG/ZMC or other):

NAP Pillars	Specific	Baseline	Output / Result	Outcome	Indicator	Source of information	Remarks
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							

Collected by:

Designation:

Date:

ANNEX 5: Terms of Reference for National Technical Working Group (NTWG)

Terms of Reference for the
National Technical Working Group (NTWG)
on the National Action Plan UNSCR 1325
2017-2020

Background

The United Nations Security Council resolution 1325, unanimously passed by the Security Council on the 31st of October 2000 is the first of eight resolutions on "Women, Peace and Security" (WPS). It builds on a body of international human rights law and legal instruments. UNSCR 1325 is a ground -breaking resolution which recognizes that armed conflict impacts women differently from men. It demands protection of women and girls during armed conflict and post conflict situations. The resolution recognizes women's role as peace builders and agents of change and calls on UN and member states, civil society and the international community to ensure that women participate in conflict prevention, peace negotiations and all peace processes, reconstruction decisions and programs.

The UNSCR 1325 stresses that peace is inextricably linked with equality between women and men and affirms the equal access and full participation of women in power structures and in all efforts geared towards peace and security. The resolution is rooted in the premise that women's inclusion, participation in the process, their perspectives and contributions to the crucial dialogues will improve the chances of attaining viable and sustainable peace. The resolution is also rooted in the knowledge that gender equality itself is a source of sustainable peace.

Presidential Statements (S/PRST/2004/40 and S/PRST/2005/52) calls on Member States to implement the resolution through the development of National Action Plans (NAPs), or the adoption of other national level strategies. NAP serves as a tool for government to articulate priorities and coordinate the implementation of UNSCR 1325 at the national and state level. It serves as a guiding national policy document that captures the diverse actors among government bodies, international development partners, civil society organizations tasked with security, foreign policy, development and gender equality.

The **National Technical Working Group (NTWG)** was established to provide technical guidance and oversight for the implementation of NAP 1325. The group's central role is to provide guidance in the implementation process and assist the FMWASD/Secretariat in planning and coordination. The NTWG is expected to meet quarterly every year during the lifespan of the NAP to review progress and develop mechanisms for ensuring the compliance as detailed in the NAP. Recommendations of the NTWG will inform NAP advocacy, legislation and policy on women peace and security.