BEYOND
COMMITMENTS

A CRITICAL ASSESSMENT OF THE IMPLEMENTATION OF UNSCR 1325 IN NIGERIA

...Marking 25 years of UNSCR 1325 globally and 12 years of Nigeria's localisation (2013–2025)

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Women, Peace and Security in Nigeria and the Localisation of UNSCR 1325
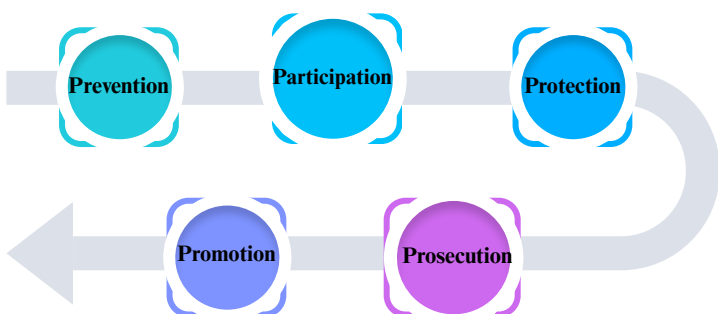
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Nigeria's twelve-year journey from policy promises to tangible institutional and social transformation under the Women, Peace and Security (WPS) agenda. It reflects WANEP-Nigeria's under the Women in Peacebuilding Network (WIPNET) conviction that genuine progress lies not in drafting new plans but in translating existing ones into measurable outcomes at national and community levels. The assessment, led by WANEP-Nigeria under its Research and Knowledge Management commitment, documents how far Nigeria has advanced in localising UN Security Council Resolution 1325 across its three tiers of governance. It also distils lessons to guide the implementation of the Third National Action Plan (NAP III, 2024–2028) and contribute to ECOWAS's and the African Union's broader regional reviews marking twenty-five years of the global WPS agenda.
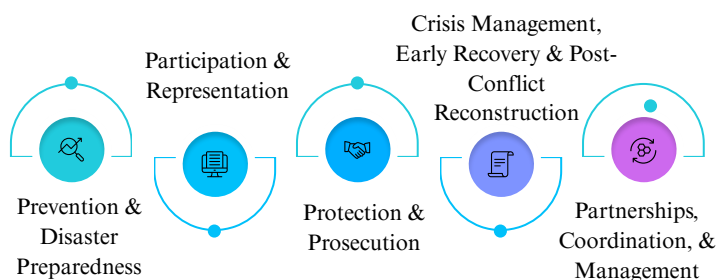
National Action Plans on Women, Peace, and Security in Nigeria

1 **NAP I (2013–2017)**
Introduced WPS pillars and national structures

2 **NAP II (2017–2020)**
Expanded to include CVE, reintegration, and gender training

3 **NAP III (2024–2028)**
Institutionalizes peace structures, gender budgeting, and data tracking
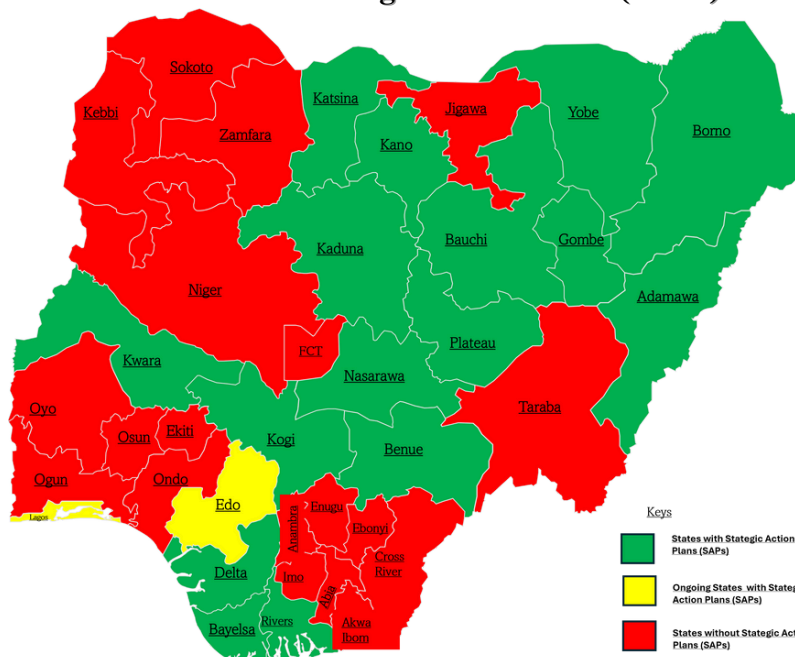
First National Action Plan (NAP I) – 2013–2016

- Prevention
- Participation
- Protection
- Promotion
- Prosecution

Second & Third National Action Plan (NAP II) – (2017–2020) & (2024-2028)

- Prevention & Disaster Preparedness
- Participation & Representation
- Protection & Prosecution
- Crisis Management, Early Recovery & Post-Conflict Reconstruction
- Partnerships, Coordination, & Management

Nigeria's three NAPs on UNSCR 1325 move from laying the foundation, to strengthening structures, to pushing for accountability and real inclusion. Each phase deepens participation, protection, and localisation, showing a shift from broad commitment to more practical, community-level action for women in peace and security.

States with Stategic Action Plans (SAPs)

Sokoto, Kebbi, Katsina, Jigawa, Yobe, Borno, Zamfara, Kano, Kaduna, Bauchi, Gombe, Niger, Adamawa, Kwara, FCT, Plateau, Nasarawa, Taraba, Oyo, Osun, Ekiti, Kogi, Benue, Ogun, Ondo, Edo, Enugu, Anambra, Ebonyi, Cross River, Delta, Imo, Rivers, Akwa Ibom, Bayelsa, Lagos

Keys
- Green: States with Stategic Action Plans (SAPs)
- Yellow: Ongoing States with Stategic Action Plans (SAPs)
- Red: States without Stategic Action Plans (SAPs)

TRACKING LOCALISATION - STATE ACTION PLANS

Adoption Rate

Peak adoption in 2017 with four new SAPs; steady slowdown after 2018

45% of states have adopted WPS SAPs by 2025.

2014	2015	2016	2017	2018	2020	2021	2022	2023
1	3	5	9	10	12	14	15	16
1	2	2	4	1	2	2	1	1

Cumulative Total — Number of New SAPS

1

Cross-Cutting Barriers and Emerging Lessons

- Unpredictable Financing: WPS budgets rarely exceed 2 percent of total capital spending, and most State Action Plans rely on donor grants.
- Weak Coordination: Overlapping mandates among MDAs limit coherence between national and sub-national frameworks.
- Incomplete Inclusion: Youth, displaced persons, and women with disabilities remain marginalised in participation and recovery processes.

📖 KEY FINDINGS BY PILLAR

PILLAR 1: PREVENTION

Findings

Since 2013, reporting of women's and girls' rights violations has surged through the National Human Rights Commission (NHRC) and gender desks across security agencies. NHRC complaints rose from 31,487 (2014) to over 2.3 million (2022), with nearly 800,000 cases involving women and girls in 2021 alone. Gender perspectives are now embedded in national frameworks such as the National Security Strategy and Policy Framework on PCVE

Progress

Security institutions have established gender desks and SGBV units, women now hold command roles in the Police and Immigration Services, and states like Gombe have developed community-based IDP reintegration models that cut SGBV risk. NAP III (2024–2028) builds on this by proposing a national WPS data tracker and linking early-warning systems with gender-sensitive indicators.

Gaps

Despite record-high reporting, investigations remain below 1%, and conviction follow-through is minimal. Prevention is still reactive, not survivor-centred. Data are inconsistently disaggregated, and most protection services in conflict zones remain donor-driven. Sustained prevention will require domestic funding for data systems, standardised SGBV protocols, and institutionalised early-warning mechanisms.

Pillar 2: Participation

Findings

Women constitute 47.5 % of registered voters but under 10 % of political candidates. Female candidacy dropped from 15 % (2015) to 9 % (2023). Representation in the National Assembly remains below 10 %, far from the AU parity target. However, women's visibility in security and peace institutions has expanded, and female officers now occupy high-level positions such as Force Secretary (2024) and Comptroller-General of Immigration (2024).

Gaps

Women's inclusion remains largely informal and tokenistic in national peace negotiations. Economic and political gatekeeping, monetised primaries, violence, patriarchal norms- continue to bar women's advancement. There is still no legislated gender quota or reserved-seats law, meaning participation gains under NAP I & II risk stagnating under NAP III without structural reform.
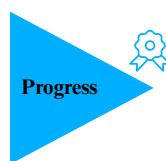
Progress

Women serve as Commissioners and Permanent Secretaries in State Peace Commissions in Plateau, Kaduna, Benue, and Adamawa. Across communities, women mediate land disputes, prevent radicalisation, and lead local peace committees, reflecting genuine localisation of UNSCR 1325. Nigeria also exceeds UN targets in peacekeeping, with 27.9 % women personnel.

PILLAR 3 – PROTECTION

Findings

Nigeria's Violence Against Persons (Prohibition) Act 2015 is a milestone, now domesticated in 35 states. The country has also expanded Sexual Assault Referral Centres (SARCs) to states, offering clinical and psychosocial support to survivors. Gender desks and specialised units within the Police, NSCDC, and Army have improved survivor-sensitive response.

Progress

Women now occupy top justice-sector positions, including a female Chief Justice of Nigeria (2024), and represent 25–33 % of appellate judges. Training and awareness programmes on SGBV have scaled across MDAs, and NAP III proposes a National WPS Data Tracker linking SGBV cases from police to prosecution.

Gaps

Despite legal strength, conviction rates for SGBV remain below 2 %. Enforcement is uneven across states; some prosecutors still rely on outdated penal codes instead of the VAPP Act. Many SARCs face under-funding and staff shortages, and there is limited coordination between justice, health, and social-welfare actors. The next phase must focus on institutionalizing SARC funding, enforcing VAPP uniformly, and creating survivor-centred justice pathways under NAP III.

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Findings

Women lead livelihood and recovery initiatives in conflict-affected communities, yet financing remains precarious. Federal allocations to Women's Economic Empowerment (WEE) fell below 1 % of total capital spending (2025). Nigeria's maternal mortality rate (993 per 100,000 live births, 2023) is among the highest globally. Formal Disarmament, Demobilisation & Reintegration (DDR) programmes still under-serve women.

Progress

Across states, women's cooperatives, CSO networks, and peace commissions drive community-based recovery and livelihood rebuilding. Integration of gender budgeting into the Medium-Term Expenditure Framework (MTEF) is being piloted, and donor partnerships continue to support WEE and resilience programmes.

Gaps

Recovery remains donor-dependent, with limited domestic financing and weak monitoring. Many interventions lack sustainability beyond project cycles. To move forward, NAP III calls for dedicated national and state budget lines, integration of gender budgeting, and inclusion of women in DDR and climate-security planning to make recovery enduring and equitable.

RECOMMENDATIONS

GOVERNMENT AND POLICY INSTITUTIONS

Create sustainable financing
Establish dedicated WPS budget lines at the federal and state levels to ensure predictable funding.

Legalise peace structures
Enact laws to institutionalise State Peace Commissions and State Action Plans (SAPs).

Improve data systems
Develop a National WPS Data Tracker for federal–state coordination and evidence-based planning.

Peer accountability
Institutionalise periodic performance reviews among states to share best practices and track results.

Integrate gender budgeting
Embed gender perspectives in the Medium-Term Expenditure Framework (MTEF) and state fiscal plans.

CIVIL SOCIETY, ACADEMIA, AND DEVELOPMENT PARTNERS

1 Strengthen coalitions
Align CSO efforts through a national WPS coalition platform to harmonise advocacy and monitoring.

2 Promote research and documentation
Encourage universities and policy centres to conduct gendered peace and security impact studies.

3 Leverage donor partnerships
Direct donor funding toward sustainability, supporting state ownership and long-term capacity building.

4 Enhance community inclusion
Deepen engagement with youth, displaced persons, and women with disabilities in peacebuilding initiatives.

MEDIA AND ADVOCACY ACTORS

Promote gender-sensitive reporting
Encourage balanced, ethical media coverage of women's roles in peace and security.

Adopt ethical standards
Introduce national media guidelines for reporting on SGBV and conflict-related gender issues.

Engage youth digitally
Use digital platforms to connect Women, Peace & Security (WPS) and Youth, Peace & Security (YPS) agendas.

Showcase women's leadership
Highlight success stories through community radio, local press, and online storytelling.

Monitor accountability
Include gender indicators in national media scorecards and performance monitoring frameworks.

CONCLUSION

Nigeria's twelve-year journey under the Women, Peace and Security agenda has moved from policy promises to measurable institutional change. The next phase demands bold commitment: embedding WPS within laws, budgets, and national data systems. By strengthening accountability and ensuring that no woman is left out, from the corridors of power to communities recovering from conflict , Nigeria can truly go beyond commitments toward sustainable peace and gender equality.

ABOUT WANEP NIGERIA

BACKGROUND:

The West Africa Network for Peacebuilding (WANEP-Nigeria) serves as a national platform for collaborative peacebuilding, bringing together indigenous organisations working in conflict prevention, transformation, and peacebuilding. As part of the regional WANEP structure in West Africa, the Network supports sustainable peace and development by strengthening the capacity of local NGOs and community-based organisations. Through its membership system, WANEP-Nigeria provides technical support, coordination, and grassroots engagement to address the complex conflicts affecting Nigeria's stability.

WOMEN IN PEACEBUILDING NETWORK (WIPNET)

At the core of WANEP-Nigeria's work is the Women in Peacebuilding Network (WIPNET), a programme dedicated to amplifying women's voices, leadership, and participation in peace and security processes. WIPNET has over one hundred active members across Nigeria, serving as a nationwide force for women-led mediation, early warning, community engagement, and policy advocacy. The programme is central to advancing the Women, Peace and Security (WPS) Agenda, and has played a pivotal role in the development, localisation, and implementation of Nigeria's National, State, and Local Action Plans (NAPs, SAPs, and LAPs) on UNSCR 1325.

GOAL:

To build a sustainable peaceful coexistence amongst all the various sectors and groups of the Nigerian community, thereby creating an enabling environment for national growth and development.

OBJECTIVES:

WANEP-Nigeria seeks to: Strengthen the peacebuilding capacity of organisations and practitioners to actively engage in the prevention and/or peaceful transformation of violent conflicts in Nigeria; Increase awareness and use of non-violent strategies as a proactive response to conflicts in order to avoid violence. Promote principled and responsive leadership in the country within context that appreciates the culture of non-violence, advocates for just social, political structures and relationships; Engender conflict prevention and peacebuilding issuses in the country; and Harmonize and develop conflict prevention through peacebuilding activities by networking and coordination of WANEP members into viable networks and mechanisms.

FIELDS) OF ACTIVITY:

The Network works under 5 thematic areas that include

- Gender / Women, Peace and Security
- Democracy and Governance
- Early Warning and Human Security Responses
- Research and Knowledge Management
- Youth, Peace and Security
- Network Coordination and Management