



Strategic Implementation of the United Nations Security Council Resolution 1325 by International Non-Governmental Organisations in Borno State, Nigeria

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Abstract

The implementation of United Nations Security Council Resolutions (UNSCRs) 1325, particularly in conflict-affected regions like Borno State, Nigeria, often depends on the strategic involvement of International Non-Governmental Organisations (INGOs). Despite their linkage, the strategic mechanisms through which INGOs operationalise UNSCRs at the local level remain under-examined. This study examines the strategic implementation of INGOs in addressing relevant UNSCRs, particularly those related to peacebuilding, humanitarian response, and gender inclusion in post-conflict Borno. The study also unravels the challenges of implementing the provisions of UNSCR 1325. Guided by strategic management theory, the study employs a qualitative case study approach, relying on semi-structured interviews with INGO staff, community leaders, and government actors, as well as a review of relevant documents. Thematic and content analysis are adopted for proper analysis of the gathered information. Findings reveal that INGOs employ adaptive strategies, including cultural contextualization, multi-stakeholder collaboration, and policy advocacy to align global UNSCR mandates with local realities. However, implementation is constrained by insecurity, resource limitations, and sociopolitical resistance. The study concludes that while INGOs play a crucial bridging role between global norms and local needs, their effectiveness depends on strategic flexibility and sustained engagement. It recommends enhanced donor coordination, government support for INGO programming, and capacity-building for local actors. Policy implications highlight the need for a national framework that harmonizes UNSCR implementation efforts across INGOs and state institutions for sustainable peace and development in Northeast Nigeria.

Keywords: International Non-Governmental Organisations (INGOs), Northeast Nigeria, peacebuilding, Post-Conflict Reconstruction, Security, United Nations Security Council Resolutions (UNSCRs).

1. Introduction

Women and girls across the globe experience gender inequality in the form of discrimination in the workplace, access to education, political rights, and civil matters (UN Women, 2018; UN Women, 2023; World Bank, 2024; World Economic Forum, 2024). According to Nowrojee (2022), women and girls globally face more aggressive attacks such as sexual and physical violence, and enforcements such as rape. Women and girls have three-quarters of their legal rights ascribed to boys and men. United Nations Educational Scientific and Cultural Organisation (UNESCO) International Institute for Higher Education in Latin America and the Caribbean (IESALC), and Times Higher Education (2022) claims that women and girls suffer discrimination and violence as women earn on an average lower salary than men, have less access to education, and they are often not adequately represented in politics and business. Also, an estimated 2.4 billion women and girls across the world, and of working age, are not given access to equal economic opportunities as their male counterparts, with 179 countries across the world maintaining legal barriers that seek to prevent full economic participation of women and girls (World Bank, 2022).

The United Nations Security Council Resolution 1325 on ‘Women, Peace and Security’ (S/RES/1325) was adopted unanimously by the UN Security Council on 31 October 2000 after recalling Resolutions 1261 (1999), 1265 (1999), 1296 (2000), and 1314 (2000). The Resolutions explicitly recognized and acknowledged the inequitable and distinctive repercussions endured by women and girls in the context of armed conflict. The UNSCR 1325 has five key provisions, namely prevention, participation, protection, prosecution, and provision.

Across the globe and in Nigeria, women and girls have been discriminated against in every society throughout human history (United Nations Office of the High Commissioner, 2014; OXFAM International, 2021; Amnesty International, n.d). Women still experience gender inequality globally. Examples of these inequalities include the preference for a male based on the inherent influence of patriarchal culture and traditions, the refusal of women the right to own and inherit property, early girl child marriages, and female genital mutilation/cutting (FGM) (Blakely, 2022).

The north-east geopolitical zone of Nigeria is a region that has been engulfed by intractable conflict for decades (Ejiofor, 2022). The region, which is known for its peacefulness and serenity, has been associated with the

activities of the Ja'amatul-Atilus Sunna Lid Da'awa tis Wal Jihadi, or a faction of individuals, adhering to the principles and ideology espoused by the prophet and driven by the pursuit of jihad, eventually coalesced into the group now commonly recognized as Boko Haram. Regrettably, over the past decade, the activities of this organization have inflicted a multitude of detrimental consequences on society, including loss of life, extensive property destruction, forced migration, mass human rights violations, abductions, and pervasive insecurity within the region. The group's major operation was in the north-east zone of Nigeria, but its impact is widely felt in all states of the federation (Abdu and Okoro 2016).

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After the initial attack on the police station in Maiduguri, the security situation in north-east Nigeria greatly degenerated, most especially in 2013 (Higazi, 2013), when a state of emergency was declared in Adamawa, Borno, and Yobe States because of several terrorist attacks. The activities of the Boko Haram with its attendant problems in Borno State compelled the intervention of the international community, regional organisations, non-governmental organisations (NGOs), international organisations (IOs), and international non-governmental organisations (INGOs) in Borno State to assist the region in its recovery and peace processes (Stoddard A et al. 2020). These actors partnered with the Borno State Government in humanitarian, development, and peacebuilding activities. Their activities are spread across 10 different sectors, such as health, education, nutrition, protection, emergency shelter and non-food items, Water, Sanitation and Hygiene (WASH), Camp Coordination and Camp Management (CCCM), early recovery and livelihoods, and food security (Operational Humanitarian Country Team – OHCT, 2017).

Humanitarian presence in north-east Nigeria experienced a tremendous increase in 2016 due to the intensity of the conflict and the need for urgent humanitarian assistance, with the presence of over 80 local and international organisations that collectively employ an estimated 4,000 aid workers (Reliefweb, 2020). Also in 2019, there were there are 37 Nigerian local and national NGOs (L/NGOs); 34 international NGOs (INGOs), eight UN entities (including OCHA and the International Organization for Migration (IOM); and four Nigerian government entities) whose activities are mainly in Borno, Adamawa, and Yobe, and where the Nigerian government declared states of emergencies. These three States, especially Borno State, are the nub of the conflict, and they house most of the people in need of humanitarian aid (Humanitarian Response Plan, 2020).

Borno State, which have become one of the core States in Nigeria which have been experiencing the activities of the Boko Haram group, has seventy-four (74) partners that worked in Borno State between January and March 2020, which comprise 32 INGOs, 30 national NGOs, 7 UN agencies, and 5 government agencies that worked in 23 Local government areas of Borno State in 11 sectors (Borno, Nigeria Humanitarian Operational Presence January-March, 2020). Also, Borno State had a total of ninety-seven (97) partners, including UN agencies, government agencies, national NGOs, and international non-governmental organisations (INGOs) that worked in Borno State in 2020. Specifically, there were forty-six (46) national NGOs, thirty-two (32) international NGOs, nine (9) UN agencies, and ten (10) government agencies that worked in Borno State in 2020. These 96 partners worked in eleven 11 sectors, namely camp coordination and camp management (CCMC), early recovery, education, emergency telecommunications, food security, health, logistics, nutrition, protection, shelter, and water, sanitation, and hygiene (WASH) (Borno, Nigeria Humanitarian Operational Presence July-September, 2020). Also, between October and December 2020, there was a total of eighty (80) partners which comprise of thirty-seven (national NGOs), thirty-four (34) international NGOs, 8 UN agencies, and 1 government agency that worked in 23 local government areas and 11 sectors namely camp coordination and camp management, early recovery, education, emergency telecommunications, food security, health, logistics, nutrition, protection, shelter, and WASH Borno, (Nigeria Humanitarian Operational Presence October-December, 2020).

These scholarly inquiries have been conducted by a range of actors, including national governments, regional organisations such as IOM, UN Migration (2019), ReliefWeb (2019), ICRC (2019), and Mercy Corps (2018). Studies have also been carried out on gender equality, gender issues, and gender perspectives in Northeastern Nigeria (UNODC 2020) have also been researched and published with not too much focus on Borno State.

The study covers the activities of five (5) International Non-Governmental Organisations (INGOs) working in Borno State. Specifically, the study appraises the mandate(s) of Mercy Corps (MC), Water Aid, Neem Foundation, Christian Aid, and Save the Children International (SCI). The five INGOs are selected as they are presently carrying out humanitarian and development activities in Borno State and are therefore bound by responsibility to adhere to UN policies, mandates, and resolutions in all their intervention activities.

The Nigerian State has been engulfed by the menace of the activities of Boko Haram. The Boko Haram group's activities and their attendant consequences affected the whole of the country, although their activities were focused in the north-east region of Nigeria (Global Conflict Tracker, 2023).

This research endeavour raises awareness regarding the imperative of engaging women in all peace-initiated programs by effectively integrating gender perspectives throughout their activities, as mandated by the implementation of UNSCR 1325. By unravelling the challenges that INGOs face, the study provides information to policymakers in Nigeria and globally, and better policies can be made for effectiveness. The study also serves as a guiding framework for intervention programming and the implementation of peacebuilding interventions.

The study answers these questions: What are the strategies used by INGOS in implementing the provisions of UNSCR 1325 in their interventions in Borno State? What are the challenges of implementing the provisions of UNSCR 1325 in the communities affected by the Boko Haram insurgency in Borno State?

2. Conceptual Clarifications

2.1. United Nations Security Council Resolutions (UNSCRs)

United Nations Security Council Resolution 1325 (UNSCR 1325) represents a significant legal instrument that has emerged as a crucial international framework addressing the disproportionate impact of war on women, while recognizing their pivotal role in conflict management and the promotion of sustainable peace (United States Institute for Peace, n.d.). UNSCR 1325 was unanimously adopted on the floor of the United Nations in November 2000 to promote women, peace, and security in every sphere of human endeavour. The respondents represented the various impacts of conflict on women and girls. With UNSCR 1325, possible challenges, emerging trends, best practices, and priorities for action. A UAE Panel series on women, peace, and security was further initiated to assist the Global study.

The UNSCR 1325, therefore, enshrines gender components in UN peace mission mandates, reinforces existing gender perspectives and machinery into disarmament, demobilisation and reintegration (DDR), and conflict prevention programmes, and a shift from women as victims to women as effective actors in peace processes. Furthermore, the document calls for an end to impunity for conflict-related violence against women (SCR 1325, 2000). UN Security Council Resolution 1325 (UNSCR 1325) represents a comprehensive and legally binding resolution consisting of eighteen key points that revolve around the theme of women, peace, and security. This resolution was adopted following Article 25 of the United Nations Charter, which obliges UN member states to accept and implement Security Council decisions.

The UNSCR 1325 urges member states to increase their voluntary financial, technical, and logistical support for gender-sensitive training efforts at all levels of society. For example, gender training should be incorporated into national training programmes and produce gender-sensitive training methods and tools. For inclusion of gender perspectives, the resolution recognises the urgent need to mainstream a gender perspective into peacekeeping operations, for example, gender perspectives in Security Council missions, gender language in peacekeeping mandates, and gender perspectives as a requirement for funding as far as prevention is a concern, the UNSCR 1325 affirms that the important role of women in the prevention and resolution of conflict and peacebuilding, for example, women can play an important role in early warning and also defusing tensions and likelihoods of conflict at the community level (SCR 1325, 2000). Furthermore, the UN calls for implementation methods that include an appropriate monitoring system as well as a set of pointers on UN Resolution 1325. It also mandated the production of a set of indicators on SCR 1325 for its use at the global level, which was produced in an inter-agency process led by UNIFEM in March 2010. The Security Council in April 2010, issued 26 global indicators, 10 for the implementation of UNSCR 1325 which are organised into the United Nations pillars (prevention, protection, participation, and relief and recovery), while the overall strategy for implementation of the policy is built on a six-track approach which is: mainstreaming UNSCR 1325 into policies, programmes, and documentation; cooperating with international organisations, NGOs and civil society; operations; education and training; public diplomacy; and national initiatives.

At the national level, member states, civil societies, and other stakeholders were encouraged by the Security Council to develop strategies and action plans suitable and appropriate for the full implementation of UNSCR 1325 through the development of their various National Action Plans, as well as other national-level strategies developed by the respective country and their governments.

2.2. International Non-Governmental Organisations (INGOs)

The term "international non-governmental organisations" (INGOs) describes nonprofit, volunteer, citizen-based organisations that function globally and are not influenced by governments. According to Martens (2020), INGOs are important in the fields of development, humanitarian relief, human rights advocacy, environmental sustainability, health interventions, education, and conflict resolution. Despite having structural similarities to domestic NGOs, INGOs work internationally, frequently interacting with regional organisations like the African Union or international organisations like the World Bank and the United Nations.

Willettts (2011) asserts that the three main characteristics of INGOs are their non-governmental status, international reach, and nonprofit goals. Smaller advocacy or grassroots organisations that coordinate international activities are among these organisations, as are larger ones like Oxfam and Amnesty International. According to Reimann (2006), INGOs frequently cover the governance and service delivery gaps left by states, especially in unstable or conflict-prone areas where governments are unable or unwilling to meet the requirements of their constituents.

Current research emphasises INGOs' dual function as norm entrepreneurs and service providers. For example, they use campaigning, education, and policy influence to help spread norms, such as those that support gender equality or climate justice (Keck & Sikkink, 1998). But more and more people are questioning their responsibility and credibility. INGOs may unintentionally perpetuate power disparities, according to scholars, especially when Western-dominated groups enforce objectives that might not be in line with local reality (Banks, Hulme, & Edwards, 2015).

INGOs also face financial limitations and donor requirements that could compromise their independence and efficacy. INGOs are more answerable to funders than to the communities they serve when donor-driven agendas distort objectives (Brass, 2016). However, INGOs continue to play a crucial role in global governance and development, particularly when it comes to resource mobilisation, supporting marginalised communities, and promoting international solidarity. INGOs are essential to solving global issues, but they also must manage intricate relationships between accountability, legitimacy, and local relevance. More scholarly research is necessary to fully understand their expanding influence and presence, especially considering power dynamics, postcolonial analysis, and long-term effects.

2.3. Women, Peace and Security in North-East Nigeria and Borno State

The north-east geo-political zone of Nigeria, which is mainly a Muslim-dominated and Christian community, is entrenched by a patriarchal culture and religious norms that define women's status in terms of reproduction and domestic duties. Men are regarded as the family's breadwinners, thereby limiting women's access to education and the formal labor market, politically marginalizing them. Cultural, religious, and legal inequalities, coupled with female illiteracy, low school attendance, coupled with high rates of early child marriage, have led to further marginalisation of women and girls, by restricting women's mobility and excluding them from peacebuilding, conflict prevention, mediation, and reconstruction (Imam, Biu, and Yah, 2020).

Also, Reliefweb (2020) posits that women experience systemic marginalization, ethno-religious restrictions, and social deprivations, which have made life hard for them. These varied experiences, if merged with inadequate psychosocial support, inadequate reintegration programme, and empowerment support, make the chances of survival for women associated with the Boko Haram group slim, as such women often don't have the means of livelihood or support. This is because some societies ostracized women due to their association with the Boko Haram group. Imam, Biu, and Yah (2020) believe that women in northeast Nigeria are often marginalized and stereotyped as victims of armed conflicts, and in periods of armed conflict, women are often excluded from most formal peacebuilding discussions. Women, nevertheless, are demonstrating their ability and capability by involving themselves in informal peacebuilding activities and initiatives.

The Economic and Social Commission for Western Asia (2007) asserts that peace and security in an environment are indispensable for economic growth, development, and the empowerment of women in every society, likewise the inclusion of women in the process of securing and maintaining peace. Therefore, women should be empowered politically and economically with equal and adequate representation in all decision-making, peace negotiation, peace processes, conflict resolution processes, and in all spheres of human endeavour. Empowerment in every society has contributed to nation-building (Osimen, Etoroma, Pokubo, & Adi, 2025). The Nigeria Stability and Reconciliation Programme Impact Report Output 3, 2017 asserts that often, Nigeria women are absent from dialogues on peacebuilding and conflict reduction as a result of high-level political leadership that redresses pervasive gender inequalities, norms of seclusion in a certain part of the northern geopolitical zone of Nigeria which forbids women from meeting other women to discuss their human rights, and needs. Women are inspired to be involved in peacebuilding and conflict management for reasons such as protection of the source of income, mediation purposes, providing humanitarian assistance to victims of armed conflict, and for the prevention of deaths and human suffering (Nwadinobi and Maguire, 2013).

The entire range of institutional, social, political, and economic actions taken to rebuild societies following the end of violent conflict is known as post-conflict reconstruction, or PCR. It includes initiatives to restore governance, rehabilitate infrastructure, boost the economy, strengthen the rule of law, and encourage peacebuilding and reconciliation (Call, 2021). To prevent recurrence, PCR's primary goal is to address the root causes of conflict in addition to repairing the physical harm caused by war.

According to Barakat and Waldman (2013), PCR is a complex process that requires a consistent, coordinated effort from national governments, international organisations, funders, and members of civil society. Often referred to as the "peace-development nexus," the convergence of peacebuilding and development strategies is an essential element of effective PCR. These strategies include disarmament, demobilisation, and reintegration (DDR) of former combatants, transitional justice procedures, institutional reforms, and promoting inclusive political processes (Paris and Sisk, 2009).

According to Barakat and Waldman (2013), PCR is multidimensional and requires a long-term, coordinated effort by national governments, international organizations, donors, and civil society actors. A key feature of effective PCR is the integration of peacebuilding and development strategies—often referred to as the peace-development nexus. These strategies include disarmament, demobilization, and reintegration (DDR) of ex-combatants, transitional justice mechanisms, institutional reforms, and fostering inclusive political processes (Paris & Sisk, 2009).

Recent research emphasises that for PCR to be sustainable, it needs to be locally owned and culturally rooted. Reconstruction that is too heavily dependent on outside forces has frequently resulted in state-centric, technocratic solutions that silence local voices and prolong dependency (Mac Ginty, 2011). Furthermore, since women and other marginalised groups are frequently disproportionately impacted by violence yet under-represented in peacebuilding efforts, gender-sensitive approaches to PCR are becoming more important (Ní Aoláin et al., 2018).

In summation, a crucial stage in the process of moving from war to peace is post-conflict reconstruction. It has chances for revitalisation, but it also faces difficulties like fragmented donors, unstable politics, and inadequate institutions. Context-sensitive, inclusive, and participatory frameworks that support long-term peace and resilience are necessary for successful reconstruction.

3. Theoretical Framework

3.1. Strategic Management Theory (SMT)

This study adopts Strategic Management Theory (SMT) as the underpinnings of this study. The theory came into being in the mid-20th century, and scholars have contributed greatly to its development and expansion. The key proponents of strategic management theory are Alfred Chandler (1962) and Igor Ansoff (1965). They posit that long-term strategic planning is central to organizational performance, and they believe that strategy is a rational process that boosts organizational capabilities with environmental opportunities. The theory was later developed by Henry Mintzberg (1978, 1994), Michael Porter (1980), Wheelen and Hunger (2018), and Poister (2010). These recent scholars have improved strategic management by focusing on strategic flexibility, stakeholder involvement, and ongoing assessment aspects that are being used more in the public and nonprofit sectors, including INGOs. In other words, SMT maintains core assumptions including working in a dynamic atmosphere that welcomes change; guiding strategic decision-making with long-term goals in mind; and striking a balance

between internal resources and external demands; aligning organisational objectives, competencies, and environmental factors is essential for success; Strategic management of stakeholder interests is necessary; and strategic review and feedback loops are necessary for long-term.

In the application of SMT to this study, the assumptions are evidenced in the strategies adopted by INGOs operating in Borno State to ensure a perfect local implementation of UNSCR 1325 in an environment where their services are greatly needed by vulnerable people. It is also an environment that is highly threatened by the Boko Haram insurgency. INGOs worked hard to create awareness that increased the interest of the local communities of the three local governments of the study, which remains a supportive strategy for UNSCR officials. The INGOs designed programs that aligned with UNSCR 1325's mandates on women's participation, peacebuilding, and protection in Borno State (Wheelen & Hunger, 2018). The INGOs' strategies through multi-stakeholder engagement, gender-focused interventions, and locally tailored programming helped to perfect implementations (Poister, 2010). The strategies of evaluation through feedback from beneficiaries added success to the UNSCR 1325 programs

The SMT has been criticized for being rooted in a private sector narrative and may lack the qualities needed in addressing the assignment of INGOs (Bryson, 2011). Secondly, SMT has neglected the role that political changes and elites may play in local programs, such as the type coming from UNSCRs (Pfeffer & Salancik, 1978). Despite the criticisms, SMT is well-suited for the underpinnings of this study because it explains the organisations, strategies, stakeholders, local communities, and the implementation of UNSCR 1325 programs.

4. Methodology

With emphasis on Borno State's post-conflict communities, a qualitative case study methodology is used. Semi-structured interviews with government representatives, UN agencies, community women leaders, and INGO staff are used to gather data. Document analysis, including INGOs' reports, policy documents, and strategies pertaining to UNSCR 1325, supplements these. To identify trends in INGO strategies and challenges, the gathered information was thematically categorised and subjected to content analysis.

Primary and secondary sources of data are employed for the study. Primary data is obtained through a semi-structured interview guide for the in-depth interview. On the other hand, the secondary data is collected from policy briefs, UNSCR 1325 Mandate, INGOs mandates, policy briefs, budgets, media reports, gazettes, relevant UN and INGOs documents and materials, discussion papers, working papers, reports, and internet surfing. In addition, relevant documents are retrieved from the Borno State Ministry of Women Affairs and Social Development.

The sample size of the study is purposively selected, and it comprises of target population who have a direct and indirect relationship with the study. Hence, the study comprises a total of 5 INGOs. The INGOs have been selected because they are present in Jere, Konduga, and Maiduguri Local Government Areas (LGA) of Borno State with outreaches in other LGAs in Borno State, and as INGOs, they have the responsibility to adhere to UN policies, mandates, and resolutions as they carry out their peacebuilding intervention activities.

A total of 10 respondents (7 female and 3 males) for the interview; five (5) of them from the INGOs and five (5) from the 3 local governments. The research made use of purposive/snowballing and site selection sampling techniques. Purposive sampling is used to determine the sectors, INGOs and INGO staff, CBOs staff, desk officers, and government officials that were interviewed, as well as the beneficiaries of the INGOs' activities. The participants for the study were chosen through a non-probability sampling known as purposive sampling. Purposive sampling is used to get specific, in-depth information about the study.

Borno State, the focus of the study, is discussed, with focus on the Maiduguri Local Government Area of Borno State. Borno State is selected for the study areas as it will give both historical and geographical information about the study to give the work a sense of direction. Maiduguri and Jere Local Government Areas will also be chosen as the study areas because they are the highest recipients of IDPs in Borno State, and they have the highest number of INGOs carrying out humanitarian peacebuilding activities.

Borno State is one of the six states in the north-eastern geopolitical zone of Nigeria. Its capital city is Maiduguri (also known as Yerlwa). The State occupies a 70,898 square kilometer landmass. Borno State occupies a large portion of the Chad Basin. Borno State shares borders with the Niger Republic to the north, Chad to the northeast, and Cameroon to the east. Borno State was created on February 3, 1976, from the former North-Eastern State, and it used to comprise present-day Yobe State until its creation in August 1991. Within Nigeria, Borno State shares its boundary with Adamawa State to the south, Gombe State to the west, and Yobe State to the north-west. The name Borno State was derived from the ancient Borno Empire. The state's major ethnic group is Kanuri. Also, the emirs of the former Kanem-Bornu Empire are known to have played a significant role in the politics of the Borno area for approximately 1000 years.

Maiduguri Local Government Area is one of the twenty-seven Local Government Areas in Borno State, Nigeria. Maiduguri is called Yerlwa by its locals. Maiduguri is both a Local Government Area and the state capital. Maiduguri is located along the Ngadda River, which links the Firki swamps around Lake Chad. Maiduguri was established in the year 1907 by the British colonial masters as a military outpost. Maiduguri, according to UN Nigeria (2017), has an estimated population of 1,907,600 as of 2007. The predominant religion of the people of Maiduguri is Islam, although there exists a Christian population. The Kanuri, Hausa, Shuwa, Bura, Marghi, and Fulani are the major ethnic groups in Maiduguri (United Nations Nigeria, 2017).

Borno State is rich in the production of millet, rice, cassava, date palms, fruits, vegetables, sorghum, wheat, sweet potatoes, cowpeas, sugar cane, groundnut, cotton, and gum Arabic. The State is also endowed with rich mineral materials such as Diatomite, Potassium/Sodium, Clay, Limestone, and Uranium (Nigeria Direct, 2009). The preoccupations of the Maiduguri People are farming, fishing, trading, and civil service employment. Maiduguri lies within latitudes 10°N and 14°N and longitudes 11°3'E and 14°4'E. To the North and North-East, Maiduguri shares a boundary with Konduga Local Government Area, and to the South, it shares a boundary with Jere Local Government Area. Maiduguri Local Government Area experiences both the hot and cold seasons with

an estimated mean annual temperature of 25°C. March and April of every year are considered the hottest months of the year, with an estimated maximum temperature of 37°C-40°C. On the other hand, December and January of every year are the coldest months of the year. Maiduguri also experiences an estimated rainfall of between 500mm-700mm every year (Bello, Sani, Bukar, and Rabi, 2017).

Maiduguri has been described as the major trading centre in the northeastern geopolitical zone of Nigeria. This is because of its economy, which is principally based on services, trade, and manufacturing. Maiduguri/Yerlwa is located at the end of a railway line that connects some major cities in the country, like Port Harcourt, Enugu, Kafanchan, Kuru, and Bauchi. Furthermore, Maiduguri is one of the Local Government Areas in the Borno Emirate and is known for its relative peacefulness. Maiduguri has housed several inter-religious crises from the mid-1960s and subsequently other forms of attacks and conflicts, like the several Boko Haram attacks, which have led to deaths and destruction of properties and amenities (United Nations Nigeria, 2017).

There are 27 local government areas in Borno State. The local government areas are Shani, Kwanga-Kusar, Hawul, Biu, Askira/Uba, Damboa, Gwoza, Konduga, Bama, Kaga, Magumeri, Gubio, Mobbar, Kukawa, Nganzai, Monguno, Marte, Ngala, Dikwa, Mafa, Maiduguri, Jere, Abadan, Chibok, Guzamala, Kale/Balge, and Bayo. Agriculture and livestock farming are regarded as the preoccupation as well as the mainstay of Borno State's economy.

Borno's historic tradition believes that the people originally migrated from Kanem under the leadership of the Seifawa monarchs, who built their capital at Gazargamo in the center of the Komadugu-Yobe valley. This has made the town remain the center of Borno culture and supremacy for approximately 300 years. The persistent Fulani attacks and the inability of the Seifawa rulers to repel the attacks led to Gazargamo being burnt down, thereby forcing the people of Gazargamo to move eastwards towards Kafela, where they were able to settle down and build themselves a capital. With the relocation and the new capital, the attacks by the Fulani did not stop, and this led to the Seifawa rulers being forced to negotiate an alliance with Muhammad Al-Amin Ibn Mohammed El-Kanemi, a scholar with vast military skills based in Ngala. Muhammed Al-Amina Ibn Mohammed El-Kanemi, therefore, succeeded in securing the States as well as the Seifawa dynasty. The conspiracies between the Seifawa and El-Kanemi eventually destroyed Kafela and Kukawa, El-Kanemi's town, as well as the execution of the last Seifawa ruler in 1846. El-Kanemi's son, Umar, succeeded the Seifawa Kingship and consolidated the capital of Borno at Kukawa, thereby leading to the creation of Borno (Hiribarren, 2016).

The beginning of the 20th century nevertheless marked the decline of the Borno empire with the defeat of Borno in 1893, and the unleashing of a seven-year reign of terror on the empire by Rebeh Fadel Allah, a Chadian war monger. The several wars of conquest by Fadel Allah led to a decline in both human and economic resources that existed in Borno. The coming of the British, therefore, was met with little or no resistance in the overthrow of Borno in 1902. With the conquest of Borno by the British, Borno was occupied and divided between Britain and Germany. The division of Borno by the British and Germans, in turn, led to the creation of Borno's two emirates, namely, Borno and the Dikwa Emirates (Hiribarren, 2016).

5. Discussion of Findings

5.1. Strategies used by INGOs in the Implementation of the Provisions of UNSCR 1325 Interventions in Borno State

The second objective examines the strategies used by INGOs in implementing the provisions of UNSCR 1325 in their interventions in Borno State.

Findings show that INGOs partner with stakeholders and householders to implement the provisions of UNSCR in their peacebuilding intervention activities. INGOs execute peacebuilding intervention programmes by first securing their entry points. This is done by gathering religious and community leaders who are the custodians of the community. This group of people is gathered and enlightened more on peacebuilding, and the ability to stay in peace and harmony. Women are also empowered with grants to be self-dependent. Sensitization/training; Referrals to the hospitals for GBV cases on rapes; Provision of educational services; Creation of peace clubs; Working with stakeholders; Formation of women's associations; and creation of strong awareness are the strategies employed to implement UNSCR 1325 provisions in their peacebuilding intervention activities.

In situations of resettlement, women are all beneficiaries of the resettlement plan. They are allotted constructed houses, and in some cases of certificate of occupancy (C of O) is written in the women's names. Also, in situations where resettlement fees are shared in camps to IDPs, women-headed households take an equal share. Women are also empowered with startup capital to commence their small-scale business. The entry point strategy of INGOs is very important. It determines the success or failure of their intervention. Hence, INGOs first make sure that they meet relevant stakeholders in the community before carrying out any project. The stakeholder comprises women leaders or elderly women with voices in the community. INGOs also carry out training of women on skill acquisition, and this enables them to contribute to the socio-economic well-being of their homes.

Psycho education, healing, and learning activities which help victims recover from the trauma, and sensitization/training are the strategies employed in implementing the provision of UNSCR 1325 in its intervention activities in Borno State. Similarly, INGOs provide more support for women because when women are empowered, it reduces the rate at which they are being abused. Also, the establishment of women's clubs in communities and the proper gender mainstreaming of women in positions in INGOs' organisation are strategies used by INGOs in their peacebuilding intervention activities. It is important to note that the first strategy towards implementing UNSCR 1325 provisions has to do with mobilisation, as it requires a lot of community analysis, mapping, and planning to know the community's view before taking on the project. Baseline assessment and engagement regarding women's participation, protection, and prevention is also conducted to ensure a smooth running of the project.

In cases of resettlement, women are all beneficiaries of even the constructed houses, where in some cases certificate of occupancy (C of O) is written in the women's names; and Women-headed households also take an equal share, and women are empowered to start up small-scale businesses, for instance, Water Aid says:

The first strategy has to do with mobilization, a lot of community analysis, mapping, and planning to know the community's view and take on the project. Baseline assessment and engagement regarding women's participation, protection, and prevention.

Also, a respondent from NEEM Foundation stated that:

Yes, before we execute a particular program based on peacebuilding, we must gather their religious leaders and community leaders, the occupants of the community. We will gather them and enlighten them more on peacebuilding to stay in peace and harmony, though there is a particular project we are executing, and it is moving well.

3 INGO respondents assert that in cases of resettlement, women are all beneficiaries of even the constructed houses, where in some cases certificate of occupancy (C of O) is written in the women's names. Also, resettlement fees are shared in camps to IDPs, women-headed households also take an equal share, and women are empowered to start up small-scale businesses. Furthermore, 2 respondents stated that INGOs, as a matter of principle, made sure that they meet relevant stakeholders involved in the intervention activities before carrying out any project. These stakeholders are women leaders or elderly women with voices in the community. INGOs also carry out training of women on skill acquisition, which enables them to contribute to the home. 1 respondent indicated that they provide Psychoeducation, healing, and learning activities to help victims recover from the trauma, and Sensitization/ training as the strategies used in implementing the provision of UNSCR 1325 in its intervention in Borno State

The use of gender offices whose roles and responsibilities are to make sure each activity is carried out in a gender-responsive manner. Furthermore, the use of relevant stakeholders to reach out to the people who influence the women in each community is our strategy used in implementing UNSCR 1325 in Borno State. In addition, INGOs carry out Gender Inclusion and Social Inclusion Assessment and Analysis, and Gender Needs Analysis. INGOs use development development-sensitive approach, whereby they reflect on some of the beneficiaries' life experiences to bring about a positive change in their life. Gender assessment is also a strategy employed by INGOs. This is a situation in whereby INGOs focus on the role of women in the decision-making process. Women were also made to participate in the signing of the peace accord documents. The participation of women in the signing of peace accord documents builds confidence in women and enables them to give their best towards promoting peace in their communities. INGOs also strengthen the relationships of community members through women's advocacy, thereby building trust among the community members, INGOs, and women. Women are also made leaders of some of the peace clubs established by INGOs. The evaluation shows that the programme adopted four main strategies to enhance the attainment of the set goals and objectives. The stakeholders termed these strategies very successful. The strategies included the following: Women, Peace, and Security Alignment to the Sustainable Development Goals.

1. Participatory Approach – The WPS Programme engaged stakeholders and partners at all stages, including design, implementation, and monitoring.
2. Policy – Advocacy and sensitization visits were carried out with legislators and the executive arms of government to develop policies, gender laws, and reforms in line with the provisions of UNSCR 1325.
3. Capacity Building and Institutional Strengthening regarding the WPS agenda were carried out for MDAs and the security sector.
4. Public Sensitization was carried out continuously on the role of women in peace and security, among other related areas. Through sensitization, advocacy, training, policy development, and mentoring of duty-bearers and rights-holders in targeted states, the programme created an enabling environment for the effective participation of women in peace and security processes.

The second part of the section evaluates the extent the strategies used by INGOs have been successful. Results from the findings of the study show that INGOs have made tremendous efforts in the restoration of peace and harmony in the communities affected by the Boko Haram insurgency. This is possible as they made use of two entry points to record successes in their peacebuilding intervention activities. They made use of religious leaders and community leaders, as they are highly respected in the communities. This group of people can reach the men first, then the women, to be able to work by their intervention mandates. With this strategy, INGOs have been able to have a smooth landing to execute the project successfully. INGOs also reported that their strategy has been successful as they made use of sensitization, training, and awareness to reach the women. Women were also made to participate in community development activities; encouraged and emboldened to report cases of rape and other related issues; empowered economically and made to be financially independent which makes them feel included by INGOs in the affairs of the society; and made to have a voice of their own and be able to speak out against ills in their communities. Also, INGOs assert that strategies are successful because more women are now enrolled in schools, which in turn will counter the negative narratives.

In the same direction, INGOs reported that their organisations are very successful on a scale of 70%, as women are now coming to the awareness of their fundamental human rights. Also, due to the empowerment of these women and the percentage of divorce rate is increasing. From various success stories, peacebuilding intervention activities carried out by INGOs in line with the provisions of UNSCR 1325 are impacting lives. The success story received most attention before their intervention activities on the issue bothering on forced marriage and early marriage. INGOs can assert that due to their intervention, there is a drastic drop in such activities. There is also a drop in the number of GBV cases. Additionally, beneficiaries testified and showcased some assets they were able to acquire for themselves to recover some lost assets due to the Boko Haram insurgency.

During the study, there were instances where women came out openly to say they have equal rights to WASH services as men. Thus, women have become more assertive, bold, and willing to compete with men in any sphere of human endeavour. Due to the advocacy and sensitisation on human rights, women are now more willing to take up leadership roles. Findings from the study also indicated that INGOs' strategy for implementing UNSCR 1325 in their peacebuilding activities has successfully improved women's participation around its thematic area of work to more than 75% from 2016 to date.

5.2. Challenges of Implementing the Provisions of UNSCR 1325 In the Communities Affected by the Boko Haram Insurgency in Borno State

The section analysed the challenges of implementing the provisions of UNSCR 1325 in the communities affected by the Boko Haram insurgency in Borno State. Findings from the study show that the main problem and challenge confronting INGOs in the implementation of UNSCR 1325 in their intervention activity is insecurity. This is because when there is no security, there is no work, no peace, although most women are with the security agency and agents, and some community leaders. Lack of manpower; language barrier; government bureaucracy; social norms and practices; Covid-19 restrictions hindering women from gathering; lack of acceptance by the communities; cultural behaviour; religion and cultural background and illiteracy which make them not to know their rights are challenges that confronted INGOs in the implementation of UNSCR 1325 in their peacebuilding intervention activities in Borno State.

Two (2) respondents indicated lack of manpower, language barrier, government bureaucracy, social norms and practices, Covid-19 restrictions have hindered the gathering of women, lack of acceptance by the communities, cultural behaviour, religion, and cultural background, and illiteracy hinder the gathering of women. Further findings from the empirical data show two (2) respondents stated that there are no challenges, while one (1) respondent concluded that the main problem and challenge that they are experiencing is insecurity. Thus, the absence of security amounts to an inability to work, although there are community leaders and members of the various security agencies who provide security assistance to INGO officials.

Three (3) respondents interviewed stated that some communities in Borno State are still hard to reach, Shrinking of Grants by Donor Agencies, Re-attacks by insurgents on rehabilitated communities, community selling the equipment's given them for monetary value, Lack of funds for continuous projects and Stigmatization hence they are unable to carry out peacebuilding intervention activities which in turn affects the incorporation of the provisions of UNSCR 1325 in the activities. On the other hand, one (1) respondent stated: "my organisation does not work in those LGAs mentioned, but generally speaking, some of the challenges we encounter working in Borno State are: Breaking the gender stereotype where the male should always be in the executive positions."

Furthermore, one (1) respondent from Mercy Corps stated that:

One of the major challenges we face as an organisation is that most of the men feel cheated because of the various facilitations and empowerment for women. They feel that we are empowering women so that they can challenge their headship in the family. Hence, they ensure that the women do not participate in any form of skill acquisition training and seminars so as not to improve the women's competency. Rather, the men would attend such seminars and training to retain their dominance. This, in essence, shows that the sensitization and enlightenment of men is key to the successful implementation of the resolution

Other challenges identified has to deal with the fact that some communities Borno State are still hard to reach due to the insecurity; shrinking of grants by donor agencies; re-attacks of rehabilitated communities by insurgents, community members selling the equipment's given them in exchange for physical cash (money); lack of funds for continuous projects and stigmatization; breaking of gender stereotype whereby the male should always be in the executive positions. Some men also feel cheated due to the preference given to women in humanitarian intervention. Similarly, men feel that their headship is threatened due to the empowerment given to women. They feel the skill acquisition given to women will make them challenge their authority. In this direction, Ezebuilo, Chukwudi, Obiora, and Ofuonye (2025) have stressed the importance of skill acquisition in supporting the livelihood of the people.

This contrasts with a study carried out by Ada and Abdullahi (2021), the study examined the impact of humanitarian aid on post-conflict development in Borno State. The research reveals that humanitarian aid is faced with challenges of ineffective synergy, collaboration, and coordination among the actors and the state government, which in turn tends to affect the post-conflict development of Borno State. Yet, the worst challenges are the lack of ownership and sustainability of the intervention between the local community and the government authorities. The infrastructural and socioeconomic developments brought into the conflict-affected State through humanitarian intervention, which are supposed to lay the foundation for the future development of the state in the post-conflict era, will be a charade without intentional sustainable measures, acceptance, and local ownership. This could also be attributed to a key finding in the research: an unhealthy perception of government officials who pitch the people against aid workers. Where the aid workers are considered enemies, their interventions will be treated with disdain, which will manifest in a lack of sustainability.

Empirical findings from the study show that beneficiaries are hoping that some agencies and the government would assist and support INGOs in the execution of the mandate of their organisations, and line with the provisions of UNSCR 1325. Further findings also show that:

1. INGOs need more partnerships to be able to tackle challenges relating to funding
2. There is also a need for more advocacy on the government's part to involve more women.
3. INGOs are working hard towards making sure that more women are involved in the decision-making processes. Thus, the INGOs have also been able to make women feel important through their recruitment and their effective participation in all community programmes.
4. INGOs also need support from community facilitators, government stakeholders, and community leaders to further support and sustain projects done by the INGOs
5. The Ministry of Rehabilitation and Resettlement also needs more global support to cover a lot of untouched projects in communities affected by the Boko Haram Insurgency
6. Borno State Government needs the support of INGOs, local NGOs, CSOs, and donor agencies in terms of funds and technical capacity development. This is because women's isolation is gradually becoming a thing of the past.

Findings from the study show that most of the respondents interviewed have no idea of the specific provision of UNSCR 1325 enshrined in the mandate of their organisation, Other respondents identified peacebuilding; women empowerment; protection; Gender-Based Violence, livelihood, gender inclusion; empowerment; and gender-responsive as the various provisions of UNSCR 1325 embedded in the mandates of their organisations.

6. Conclusion and Recommendations

Conclusively, INGOs' strategic approach to executing UNSC Resolution 1325 in Borno State highlights both significant contributions and systemic issues. The strategies of INGOs added to the success of UNSCR 1325, and this aligns with the strategic management theory, which emphasizes the adoption of strategies in organisations. Security risks, a lack of local involvement, and donor-driven goals frequently hinder INGOs' efforts to protect and involve women in war recovery.

The study therefore recommends that;

- Enhancing collaboration with regional players is crucial for long-term, gender-neutral peacebuilding.
- Improve the operational safety and accessibility of INGOs in conflict-affected regions such as Borno State by establishing closer coordination with Nigerian security services.
- To encourage awareness and participation at the grassroots level, provide ongoing training for local stakeholders on women's rights, gender-sensitive peacebuilding, and UNSCR 1325.
- To prevent duplication and improve the coherence and efficacy of policy, make sure INGOs' policies complement Nigeria's National Action Plan (NAP) on UNSCR 1325.
- To fulfil the fundamental goals of UNSCR 1325, promote women's participation in peace and security decision-making processes at all levels, including municipal, state, and national.
- Create clear frameworks for monitoring and evaluating the success, effects, and difficulties of INGOs' interventions. Local stakeholders should be involved in these assessments regularly.

7. Policy Implications

The study provides policymakers with evidence-based insights to design inclusive, gender-responsive peacebuilding strategies in conflict-affected regions like Borno State. The study enjoins in policy advocates for strengthened collaboration between INGOs, local actors, and government institutions to implement UNSCR 1325 effectively.

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