STAKEHOLDER STRATEGY REPORT

ADVANCING OPEN KNOWLEDGE UNDER THE NIGERIAN COPYRIGHT ACT 2022: ADDRESSING POLICY GAPS THROUGH REGULATORY ENGAGEMENT AND STRATEGIC ADVOCACY

Free Knowledge Africa, 2026

EXECUTIVE SUMMARY

The Nigerian Copyright Act 2022 represents a significant milestone in the modernisation of Nigeria's copyright framework. By responding to the realities of the digital environment, the Act strengthens copyright protection while reaffirming the importance of promoting access to creative works in the public interest. As implementation of the Act continues, however, practical experience has revealed a number of policy and implementation issues that affect organisations working to promote education, cultural heritage preservation and open access to knowledge.

This Stakeholder Strategy Report examines selected implementation challenges affecting organisations such as FKA, Wikimedia affiliates and other stakeholders within the open knowledge ecosystem. Rather than advocating immediate legislative reform, the report adopts a constructive implementation-focused approach. It explores opportunities for improving the operation of the Copyright Act 2022 through regulatory guidance, institutional collaboration, stakeholder engagement and complementary policy measures, while recognising that certain issues may warrant future legislative review.

The report focuses on three key areas, namely: the absence of clear legal recognition of Freedom of Panorama for still photography and digital dissemination; limitations affecting the digitisation and preservation of cultural heritage materials; and practical challenges relating to public interest licensing and broader access to publicly funded knowledge resources. These issues have implications for archives, libraries, museums, educational institutions, researchers and organisations engaged in documenting and disseminating Nigeria's cultural and educational resources.

Drawing upon comparative experiences from other jurisdictions, the report demonstrates that access to knowledge can be strengthened through a combination of legislative, regulatory, institutional and policy interventions. Based on these findings, it proposes a Strategic Action Framework (SAF) that identifies practical priorities for regulators, public institutions and stakeholders. These include strengthening regulatory guidance, promoting institutional collaboration, supporting open licensing initiatives, enhancing stakeholder partnerships and considering targeted legislative reforms where necessary.

It concludes that the Copyright Act 2022 provides a strong foundation for achieving an appropriate balance between the protection of creators and the public interest in access to knowledge. Through collaborative implementation and sustained stakeholder engagement, Nigeria can continue to develop a copyright ecosystem that supports creativity, education, cultural preservation and innovation in the digital age.

The report therefore presents a practical roadmap for strengthening the implementation of the Copyright Act 2022 through collaborative stakeholder action, thereby advancing a

copyright system that protects creativity while expanding lawful access to knowledge, education and cultural heritage.

Guiding Principle: How can stakeholders use the existing Copyright Act 2022 to advance lawful access to knowledge, culture and education, while advocating for legislative improvements where gaps remain?

Overarching Objective: To provide stakeholders in Nigeria's open knowledge ecosystem with a strategic framework for identifying policy and implementation gaps in the Copyright Act 2022 and for engaging regulators, policymakers and other institutions to advance lawful access to knowledge, culture and education.

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LIST OF ACRONYMS

CC Creative Commons

DSM Digital Single Market

FKA Free Knowledge Africa

GLAM Galleries, Libraries, Archives and Museums

NCC Nigerian Copyright Commission

OA Open Access

SAF Strategic Action Framework

WIPO World Intellectual Property Organisation

LEGISLATIVE/STATUTORY INSTRUMENTS

1. Copyright Act, R.S.C. 1985, c. C-42, (Canada) sections 3.01,3.04, 3.05, 3.21
2. Copyright, Designs and Patents Act 1988, section 62
3. Digital Single Market Directive 2019, Article 14
4. General Law on Transparency and Access to Public Information (2025), arts. 1–2
5. Nigerian Copyright Act No. .. 2022
6. Copyright Act 2021 (No. 22 of 2021) (Singapore), parts 5, 6, and 10

INTRODUCTION

1.1 Background

Copyright law has historically been founded upon two complementary objectives: protecting the legitimate interests of creators while promoting public access to knowledge, culture and education. Although technological developments continually reshape the ways in which creative works are produced, disseminated and consumed, these fundamental objectives remain unchanged. An effective copyright system must therefore maintain an appropriate balance between providing incentives for creativity and ensuring that society can benefit from the lawful use of creative works in ways that advance learning, research, innovation and cultural development.

The Nigerian Copyright Act 2022 reflects this dual objective. It modernises Nigeria's copyright framework to respond to the realities of the digital environment, while reaffirming the importance of facilitating access to creative works through a system of rights, limitations and exceptions. However, as is the usually the case with major legislative reforms, the practical implementation of the Act continues to reveal areas where additional regulatory guidance, institutional support, and stakeholder collaboration may help in the achievement of its objectives.

Among the stakeholders most directly affected are organisations working to promote open knowledge, cultural heritage preservation, education and access to information. These organisations frequently engage with copyright law in the course of documenting Nigeria's cultural heritage, digitising historical materials, supporting educational initiatives, and facilitating lawful access to knowledge by the public. The practical experiences of these stakeholders provide valuable insights into the opportunities and challenges emerging from the implementation of the Copyright Act 2022.

Against this background, this report adopts a constructive, implementation-oriented perspective. Rather than focusing primarily on legislative reform, it explores how stakeholder engagement, regulatory development, institutional collaboration, and evidence-based advocacy can contribute to strengthening the implementation of the Copyright Act 2022 while remaining faithful to its underlying objectives, and pending long-term interventions like legislative reforms.

1.2 Purpose of the Report

The Stakeholder Strategy Report (SSR) has been prepared to support informed dialogue among organisations, institutions and policymakers with an interest in advancing lawful access to knowledge under the Nigerian Copyright Act 2022. Drawing upon stakeholder experience and comparative international practice, it identifies selected policy and implementation issues that affect education, cultural heritage preservation, and open knowledge initiatives; and explores practical pathways for addressing those issues within the existing legal framework.

The report is intended as a strategic resource for stakeholders (including civil society organisations, educational and research institutions, libraries, archives, museums, creative sector representatives, policymakers and regulatory authorities), to support collaborative

engagement on copyright policy and implementation, and law reform as a long-term objective. It will encourage evidence-based dialogue, strengthen mutual understanding among stakeholders and contribute constructively to the continuing development of Nigeria's copyright ecosystem.

Recognising that copyright policy evolves through both legislation and implementation, the report places particular emphasis on regulatory clarification, institutional collaboration and stakeholder partnerships as immediate opportunities for advancing access to knowledge, while acknowledging that certain issues may warrant legislative consideration as the implementation of the Act continues to mature.

1.3 Scope and Methodology

The report is based on a qualitative review of the Nigerian Copyright Act 2022, relevant secondary literature, comparative international practice and the practical experiences of stakeholders working within Nigeria's open knowledge ecosystem. It gives particular attention to issues affecting Freedom of Panorama, cultural heritage digitisation, public interest licensing, and broader access to knowledge in the digital environment.

The analysis combines doctrinal legal review with policy analysis and comparative assessment. Comparative examples were selected not as models for direct transplantation into the Nigerian legal system, but as illustrative approaches demonstrating how different jurisdictions have addressed similar policy and implementation challenges. Additionally, stakeholder experience is considered alongside international best practices to identify practical opportunities for strengthening implementation within Nigeria's existing copyright framework.

In essence, the report does not seek to provide an exhaustive review of the Copyright Act 2022. Rather, it focuses on selected issues of strategic importance to organisations engaged in promoting education, cultural heritage preservation and open knowledge, with the objective of supporting constructive stakeholder engagement and evidence-based policy development.

1.4 Context: The Transition to the Copyright Act 2022

The enactment of the Nigerian Copyright Act 2022 marked a significant milestone in the evolution of Nigeria's copyright regime. Replacing the Copyright Act 2004, the new legislation introduced a modernised framework designed to respond to technological developments, strengthen copyright administration and enforcement, and better position Nigeria's creative economy within the digital environment.

The new Act also reflects an important conceptual balance. Beyond protecting the rights and economic interests of creators, it recognises the importance of facilitating lawful access to creative works through an expanded system of limitations, exceptions and other public

interest mechanisms, in a digitally driven era. This balance is reflected in the Act's overarching objectives, which seek both to encourage creativity and to promote access to knowledge for educational, cultural and developmental purposes.

Despite these balanced objectives, practical experience has revealed areas where further regulatory clarification, institutional support and stakeholder collaboration may enhance the effective realisation of these objectives, as well as persist gaps. The issues examined in this report should therefore be understood not as criticisms of the legislative framework itself, but as opportunities to strengthen its implementation and maximise its contribution to Nigeria's knowledge economy, cultural heritage and educational development.

POLICY AND IMPLEMENTATION GAPS [What are the issues?]

The practical implementation of the Copyright Act 2022 has revealed significant policy and operational gaps that continue to affect lawful access to knowledge, culture and education, and which do not necessarily arise from the absence of legal protection or from defects in the overall architecture of the Act. Rather, they reflect areas where the current legal framework, regulatory guidance or institutional practice has not yet fully adapted to evolving technological, educational and cultural realities, and global practices.

The issues examined in this section have been selected because of their particular significance to organisations working within Nigeria's open knowledge ecosystem, including libraries, archives, museums, educational institutions, researchers, Wikimedia affiliates and other civil society organisations. While each issue raises distinct legal and policy considerations, they are united by a common objective: ensuring that copyright continues to promote creativity while also facilitating lawful public interest goals such as access to knowledge, cultural heritage and educational resources. The principal implementation challenges and their practical implications for stakeholders are the focus of this section. Which also underscores instances when regulatory interpretation, stakeholder engagement or future policy development may help strengthen the operation of the Act.

2.1 Freedom of Panorama

Freedom of Panorama refers to the ability to reproduce, publish or communicate images of buildings, sculptures and other artistic works permanently situated in public places without obtaining prior permission from the copyright owner. Such exceptions are recognised in many jurisdictions because they facilitate education, tourism, cultural documentation, digital mapping, and public access to cultural heritage.

The Copyright Act 2022 does not contain an express Freedom of Panorama exception. Although section 20(1)(e) permits the incidental inclusion of artistic works in audiovisual works and broadcasts, it does not clearly extend to the creation and dissemination of still photographs of copyright-protected artistic works permanently located in public spaces. Consequently, uncertainty remains regarding whether photographs of public monuments, sculptures or similar works may lawfully be reproduced and shared beyond limited private uses.

This uncertainty presents practical challenges for photographers, educators, researchers, cultural institutions and organisations engaged in documenting and promoting Nigeria's cultural heritage. It also affects Wikimedia projects and other open knowledge platforms that rely on freely reusable images to document places, monuments and public art for educational purposes. In the absence of legal certainty, stakeholders may refrain from activities that would otherwise promote public awareness and appreciation of Nigeria's cultural heritage.

For stakeholders seeking to advance open knowledge, this represents an important implementation issue. Greater regulatory clarification and stakeholder engagement could help reduce uncertainty while preserving the legitimate interests of copyright owners. Comparative experiences from jurisdictions that recognise Freedom of Panorama provide useful reference points for future policy development.

2.2 Digitisation and Cultural Heritage Preservation

Digitisation has become an essential tool for preserving cultural heritage, expanding access to knowledge, and safeguarding historical and creative works for future generations. Libraries, archives, museums and other cultural institutions increasingly rely on digitisation to preserve fragile collections, improve public access, support education and research, and ensure that culturally significant materials remain accessible in the digital age. For organisations working within the open knowledge movement, digitisation also facilitates the documentation and dissemination of Nigeria's cultural heritage through digital repositories and collaborative knowledge platforms.

The Copyright Act 2022 recognises the important role of libraries, archives and similar institutions by providing a number of limitations and exceptions that permit specified acts of reproduction and preservation. These provisions represent a significant improvement over the previous legislation and provide an important legal foundation for preservation activities. However, the Act does not expressly address broader issues associated with large-scale digitisation initiatives, particularly where copyright owners cannot readily be identified or located, as is often the case with orphan works and older cultural materials.

The absence of a clear framework for addressing such situations creates uncertainty for institutions seeking to undertake systematic digitisation projects. This may affect the ability of libraries, archives, museums and collaborative initiatives such as Wikimedia GLAM partnerships to preserve and make available culturally significant works whose commercial exploitation has long ceased but which continue to possess educational, historical or cultural value. The uncertainty may also discourage institutions from investing in digitisation projects for fear of potential copyright liability.

From a stakeholder perspective, this issue extends beyond preservation alone. Effective digitisation enables broader public access to Nigeria's documentary heritage, supports educational and research activities, enhances cultural participation and contributes to the long-term safeguarding of the nation's collective memory. Comparative experience demonstrates that a number of jurisdictions have sought to facilitate responsible digitisation through specific orphan works frameworks, extended collective licensing arrangements, regulatory guidance and institutional policies. These experiences provide useful reference

points for stakeholder engagement aimed at strengthening Nigeria's copyright ecosystem, while maintaining appropriate protection for rights holders

2.3 Public Interest Licensing and Access to Knowledge

The Copyright Act 2022 recognises that, in limited circumstances, the public interest may justify access to protected works without the express consent of the copyright owner. Accordingly, it provides for compulsory licensing mechanisms in specified situations, including under section 35, where the grant of a licence may be justified on grounds of public interest. These provisions reflect an important acknowledgment that copyright protection should, in appropriate cases, accommodate broader societal interests such as education, research and access to knowledge.

While these provisions represent a positive development, their practical application presents challenges for stakeholders seeking to rely on them. The statutory requirements, including the need to demonstrate unsuccessful efforts to obtain authorisation from the copyright owner and compliance with prescribed procedural requirements, may be difficult to satisfy in situations involving large-scale digitisation projects, orphan works, or initiatives aimed at improving public access to educational and cultural resources. Similar procedural requirements also arise under other compulsory licensing provisions within the Act.

For organisations engaged in open knowledge initiatives, these practical limitations may reduce the effectiveness of the public interest licensing framework as a mechanism for facilitating broader access to knowledge. Institutions such as libraries, archives, educational establishments and cultural organisations may find the licensing process resource-intensive or impracticable, particularly where multiple works or unidentified rightsholders are involved.

From a stakeholder advocacy perspective, this presents an opportunity to engage with the Nigerian Copyright Commission (NCC) on the development of regulatory guidance and administrative procedures that promote greater clarity, predictability and accessibility in the operation of the public interest licensing framework. Such engagement could help ensure that the framework more effectively advances its underlying public interest objectives while continuing to respect the legitimate rights of copyright owners

STRATEGIC ADVOCACY PATHWAYS

The policy and implementation issues identified in the preceding section should not be viewed solely as matters requiring legislative amendment. The Copyright Act 2022 already provides a legal and institutional framework through which stakeholders may engage constructively with regulators, policymakers and other relevant institutions to promote lawful access to knowledge, culture and education.

As the principal authority responsible for administering the Act, the NCC occupies a central position in shaping the operationalisation of the copyright system through its regulatory, advisory and stakeholder engagement functions. However, effective implementation also depends upon collaboration among a broader range of actors, including educational

institutions, libraries, archives, museums, cultural organisations, research institutions and civil society organisations.

This section identifies practical strategic pathways for stakeholder engagement and contribution towards the progressive development and implementation of the copyright framework while remaining consistent with the objectives of the Act.

3.1 Leveraging the Public Interest Framework

One of the most significant opportunities presented by the Act lies in its recognition of the public interest as a consideration within the copyright framework. Although the statutory provisions governing compulsory licensing establish specific procedural requirements, they also provide an important foundation upon which stakeholders may advocate for regulatory guidance that facilitates legitimate public interest uses.

Stakeholder engagement may therefore focus on encouraging the NCC to develop interpretative guidelines or administrative procedures that provide greater certainty regarding the application of the public interest framework to activities such as cultural heritage digitisation, educational initiatives, access to orphan works and other non-commercial knowledge dissemination projects. Such guidance would not alter the statutory provisions but could promote greater consistency, predictability and practical accessibility in their implementation.

By focusing on implementation rather than immediate legislative amendment, stakeholders may achieve meaningful progress within the existing legal framework while simultaneously generating practical experience that can inform future policy and legislative development.

3.2 Collaborative Regulatory Engagement

While the Copyright Act 2022 provides the statutory framework for copyright protection and access, its practical operation will continue to evolve through regulatory interpretation, administrative practice and stakeholder engagement. As the agency responsible for administering the Act, the NCC occupies a strategic position in facilitating dialogue among stakeholders and promoting an implementation framework that reflects both the protection of rights holders and the broader public interest.

Stakeholders should therefore pursue constructive and sustained engagement with the NCC and other relevant public institutions to promote regulatory clarity and informed policy development. Such engagement may include participation in public consultations, the submission of position papers and technical memoranda, stakeholder roundtables, collaborative workshops, and other forums through which practical implementation challenges and potential solutions can be discussed. Such engagements provide opportunities to share evidence from stakeholder experience, identify areas requiring regulatory guidance, and contribute to the development of implementation practices that support lawful access to knowledge, culture and education.

Beyond formal consultation processes, stakeholders may also support the development of non-binding instruments such as implementation guidelines, best practice frameworks,

educational materials, and awareness initiatives that promote a common understanding of the Copyright Act 2022. Such initiatives can improve legal certainty, encourage voluntary compliance and reduce unnecessary barriers to legitimate educational, cultural and preservation activities.

A collaborative regulatory approach recognises that effective copyright governance is strengthened through continuous dialogue between regulators and the communities affected by the law. By maintaining constructive engagement with the NCC and other relevant institutions, stakeholders can contribute meaningfully to the progressive development of Nigeria's copyright ecosystem while advancing the shared objective of promoting creativity alongside lawful public access to knowledge.

3.3 Building Strategic Partnership

Advocacy for improved access to knowledge requires coordinated and coherent action among a broad range of stakeholders. While the NCC plays a central regulatory role, the successful implementation of copyright policies that promote education, cultural preservation and open knowledge also depends upon sustained collaboration among public institutions, civil society organisations, educational institutions, cultural heritage organisations and the creative community.

Stakeholders should therefore pursue partnerships that strengthen dialogue, encourage knowledge sharing and promote coordinated advocacy on issues of common interest. Such collaboration may include joint research, policy dialogues, stakeholder consultations, public awareness initiatives, capacity-building programmes, and the development of shared advocacy positions on priority copyright issues.

Particular attention should be given to strengthening collaboration among organisations such as Free Knowledge Africa (FKA), Wikimedia affiliates, libraries, archives, museums, universities, research institutions, Creative Commons communities, and relevant government ministries and agencies. By speaking with a coordinated voice, stakeholders are better positioned to demonstrate the practical implications of identified policy gaps and to support evidence-based regulatory and policy development.

Collaborative engagement also enables stakeholders to draw upon comparative international experiences, mobilise technical expertise and develop practical implementation proposals that reflect both the objectives of the Act and the broader public interest in promoting lawful access to knowledge, culture and education

COMPARATIVE PRESENTATION CONTENT - COMPARATIVE APPROACHES TO ADVANCING ACCESS TO KNOWLEDGE

4.1 Introduction

The experiences of other jurisdictions demonstrate that improving access to knowledge is not dependent upon a single legal reform or institutional intervention. Rather, countries have adopted different combinations of legislative amendments, regulatory guidance, institutional

initiatives, licensing models, funding mechanisms, voluntary licensing frameworks, and collaborative partnerships to balance copyright protection with the public interest in education, research, cultural preservation and innovation.

For stakeholders seeking to advance access to knowledge under the Nigerian Copyright Act 2022, these comparative experiences serve not as models for direct transplantation but as practical reference points for advocacy and stakeholder engagement. They are intended to support stakeholder advocacy by illustrating the range of approaches that may be promoted through dialogue with regulators, policymakers, educational institutions, cultural organisations and other relevant actors within Nigeria's copyright ecosystem.

The section therefore presents selected international examples organised according to the nature of the intervention adopted and their relevance to the policy and implementation issues identified in this report.

4.2 Comparative Legal, Policy and Institutional Approaches

The comparative experiences examined below are diverse: some have relied on legislative reform to introduce clearer copyright exceptions, while others have developed regulatory frameworks, institutional policy initiatives, government-supported programmes, or complementary transparency policies. Together, these examples illustrate that promoting access to knowledge requires a combination of mutually reinforcing interventions rather than reliance on any single policy instrument.

The tables below identify selected international interventions according to the principal strategy adopted by each jurisdiction.

Table 1: International Models for Advancing Access to Knowledge

Jurisdiction	***Issue Addressed***	***Primary Intervention Model***	***Representative Example***	***Strategic Insight***
UNITED KINGDOM	Freedom of Panorama Legislative reform	Legislative reform	S. 62 of the Copyright, Designs & Patents Act 1988 permits the photographing and dissemination of building and sculptures permanently situated in public places	Clear statutory exceptions provide legal certainty for educators, photographers, cultural institutions, & digital knowledge platforms while maintaining copyright protection. Legislative reform can

				facilitate preservation, digitisation and public access
EU	Digitisation, cultural heritage and public domain works	Legislative and regulatory framework	The Digital Single Market (DSM) Directive 2019 strengthens copyright exceptions for cultural heritage institutions and safeguards faithful reproductions of public domain	Legislative reform can facilitate preservation, digitisation and public access without undermining the legitimate interests of copyright owners
CANADA	Libraries, Archives and Education	Legislative Framework with Institutional Implementation. Copyright Act sections 30.1, 30.21, 30.4, 30.5.	Copyright exceptions supporting preservation by libraries, archives and museums, complemented by institutional copyright guidance and practice.	A balanced copyright framework can facilitate preservation, education and research while respecting creators' rights.
SINGAPORE	Digital copyright governance	Legislative modification	The Copyright Act 2021 introduced modern exceptions for computational analysis, preservation activities and digital uses.	A balanced copyright framework can facilitate preservation, education and research while respecting creators' rights Copyright legislation can be modernised to respond to technological developments

				while maintaining an appropriate balance between protection and access.
BRAZIL	Open Access to Publicly Funded Research	Government Policy and Institutional Funding	The Scientific Electronic Library Online (SciELO) provides government-supported open access (OA) publishing for publicly funded research.	Strategic investment in open access infrastructure significantly enhances research visibility, accessibility and international impact.
US	Open Licensing	Voluntary licensing framework	The widespread adoption of Creative Commons (CC) licences enables creators voluntarily to permit broader public use of their works	Voluntary licensing complements statutory copyright by expanding lawful public access without legislative amendment.
MEXICO	Public Access Information	Transparency and Open Government Policy	The General Law on Transparency and Access to Public Information promotes proactive disclosure and public access to government-held information.	Copyright policy can be reinforced by broader openness and transparency initiatives that foster an enabling knowledge ecosystem.

Table 4.2: International Models for Advancing Access to Knowledge

Jurisdiction	***Nature of Intervention***	***Law/Policy/Initiative***	***Relevance to Nigeria***
EU	Legislative	Digital Single Market Directive 2019 (Article 14)	Ensures faithful reproductions of public domain works remain in the public domain, supporting wider access to cultural heritage.
UK	Legislative	Copyright, Designs and Patents Act 1988 (section 62)	Recognises Freedom of Panorama for buildings and sculptures permanently situated in public places.
SINGAPORE	Legislative	Copyright Act 2021	Modernised copyright exceptions to better accommodate education, libraries, archives and digital uses.
BRAZIL	Institutional and Funding	SciELO Open Access Programme	Demonstrates how sustained public investment and institutional collaboration can significantly increase access to publicly funded research
US	Institutional/Policy	Federal Open Access Policies for Publicly Funded Research	Illustrates the use of government policy to promote public access to publicly funded research outputs.
MEXICO	Transparency and Access Policy	General Law on Transparency and Access to Public Information	Demonstrates how broader public information policies may complement copyright objectives in promoting access

			to publicly funded information
NETHERLANDS	Collaborative Cultural Heritage	Open GLAM Programme	Illustrates successful collaboration among museums, libraries and cultural institutions to expand public access to heritage collections through open licensing

While Tables 1 and 2 categorise the principal intervention models adopted internationally according to type, it is equally important to consider how these approaches relate to the specific policy and implementation issues identified in the Nigerian context in section 3. Table does this and also highlights the practical lessons they offer for stakeholder advocacy and future policy development. This provides stakeholders with a practical framework for identifying appropriate advocacy approaches depending on the particular issue under consideration.

Table 3: Mapping Comparative Approaches to Nigeria's Priority Policy and Implementation Issues

Priority Issue Identified in section 3	***Comparative Examples(s)***	***Nature of the Response***	***Potential Lesson for Nigeria***
Freedom of Panorama	UK	Express statutory copyright exception permitting photographs of works permanently located in public places.	Demonstrates the value of legal certainty for education, cultural documentation, tourism and digital knowledge platforms.
Digitisation and Cultural Heritage Preservation	European Union; Canada	Copyright exceptions supporting preservation and digitisation by cultural heritage institutions.	Illustrates how legal certainty can facilitate large-scale preservation and public access initiatives undertaken by libraries, archives and museums.
Public Interest Licensing and Access to Knowledge	Canada; Singapore	Balanced copyright frameworks supported by practical implementation	Highlights the importance of accessible procedures and regulatory clarity in

		mechanisms and regulatory guidance.	advancing public interest uses of copyrighted works.
Open Access to Publicly Funded Research	Brazil	Government-supported institutional open access infrastructure.	Demonstrates how coordinated policy and public investment can expand access to publicly funded research and increase its national and international impact.
Recognition and Promotion of Open Licensing	US	Voluntary licensing through Creative Commons.	Shows how voluntary licensing can complement statutory copyright protection by facilitating lawful reuse of creative works.
Creating an Enabling Knowledge Ecosystem	Mexico	Transparency and Open government legislation.	Demonstrates that copyright policy can be strengthened by complementary openness and transparency measures that promote broader public access to information.

Table 4: Mapping Comparative Approaches to Nigeria's Priority Policy and Implementation Issues

Nigerian Priority Issue/concern	***Comparative Example***	***Nature of Intervention***	***Possible Stakeholder Engagement Focus***
Freedom of Panorama	UK	Legislative	Promote dialogue on regulatory interpretation while supporting future legislative clarification where appropriate

Digitisation and Cultural Heritage Preservation	EU	Legislative/Institutional	Engage cultural institutions and regulators on digitisation policies, preservation initiatives and orphan works frameworks.
Publicly Funded Research and Open Access	Brazil	Funding and Institutional Policy	Promote institutional Open Access policies within universities and research institutions.
Public Access to Government Information	Mexico	Transparency Policy	Encourage collaboration between copyright stakeholders and public institutions responsible for information access and open government initiatives.
Open Licensing	Netherlands	Institutional Collaboration	Promote partnerships among libraries, museums, universities and civil society organisations to encourage wider adoption of open licensing practices.
Educational Access in the Digital Environment	Singapore	Legislative Modernisation	Support evidence-based discussions on future reforms and implementation measures that facilitate digital education while maintaining appropriate copyright protection.

4.3 Key Lessons for Stakeholder Advocacy

These comparative approaches demonstrate diverse pathways to advancing access to knowledge depending on a country's legal traditions, institutional capacities and policy priorities. Nevertheless, several common themes emerge. Effective copyright systems increasingly combine legislative reform with regulatory guidance, institutional collaboration, public investment, voluntary licensing and complementary openness policies to promote lawful access to knowledge while maintaining appropriate protection for rights holders.

For stakeholders in Nigeria, these experiences reinforce the central proposition of this report: that meaningful progress need not depend exclusively on legislative amendment. Significant improvements may be achieved through strategic implementation of the Copyright Act 2022, constructive engagement with regulatory institutions, strengthened partnerships among stakeholders and the adoption of complementary policy initiatives that collectively promote education, cultural preservation and open knowledge. Comparative experience therefore provides both practical inspiration and credible evidence to support stakeholder advocacy for a more inclusive and balanced copyright ecosystem in Nigeria.

STRATEGIC ACTION FRAMEWORK/STRATEGIC PRIORITIES FOR STAKEHOLDERS

The preceding sections have demonstrated that many of the policy and implementation issues identified in this report can be addressed through a combination of stakeholder engagement, regulatory development and institutional collaboration within the existing framework of the Copyright Act 2022. While some of the issues identified may ultimately require statutory amendment, significant progress can be achieved within the existing legal framework through coordinated implementation and sustained stakeholder engagement. Accordingly, what is required is combination of regulatory leadership, institutional commitment, stakeholder collaboration and, where necessary, future legislative reform. While certain issues may ultimately require legislative reform, significant progress can be achieved through coordinated action by regulators, public institutions and civil society organisations.

The strategic priorities outlined below provide a practical framework for action. They recognise that responsibility for strengthening Nigeria's copyright ecosystem is shared among regulators, public institutions, civil society organisations, educational and cultural institutions, and the creative community. The objective is not only to address existing policy and implementation gaps but also to promote a copyright environment that effectively balances the protection of rights holders with the public interest in access to knowledge.

5.1 Regulatory and Administrative Priorities

The NCC plays a central role in the interpretation, administration, and implementation of the Copyright Act. As the principal authority responsible for administering the Act, it is well positioned to provide regulatory leadership that enhances legal certainty and promotes consistent implementation of the Act. Stakeholders may therefore prioritise constructive engagement with the NCC and other relevant institutions on matters requiring regulatory

clarification or administrative support. Table one maps potential pathways for such engagements.

Table 5: Regulatory and Administrative Priorities

Strategic Priority/Objective	***Primary Stakeholder for Engagement***	***Supporting Stakeholder***	***Suggested Engagement Strategy***	***Expected Outcome***
Clarify the scope and application of public interest licensing provisions, particularly section 35/Develop interpretative guidance on the application of the provision.	NCC	FKA, Wikimedia affiliates, libraries, educational and research institutions.	Technical consultations, policy submissions and stakeholder engagements.	Greater legal certainty regarding public interest uses and educational initiatives.
Promote greater clarity regarding copyright exceptions relevant to libraries, archives and cultural institutions/ Issue administrative guidance on the application of copyright exceptions relevant to libraries, archives and cultural heritage institutions.	NCC	National Library, National Archives, museums.	Development of interpretative guidance and implementation discussions.	Improved implementation of preservation and access provisions.
Encourage recognition and awareness of open licensing frameworks.	NCC	Creative Commons community, Wikimedia affiliates, FKA.	Joint awareness programmes, stakeholder engagement and capacity-building initiatives.	Increased confidence in and motivation for lawful use of open licensing/publication models, and lawful sharing and reuse of copyright works through voluntary licensing.
Promote regular stakeholder dialogue on emerging copyright issues.	NCC	Civil society organisations, creators, educational institutions,	Establishment of periodic consultative forums involving public and	Improved policy dialogue and evidence-based regulatory development, and continuous policy

		cultural organisations.	private stakeholders.	learning and collaborative problem-solving.

5.2 Engagement with Educational and Cultural Institutions

Educational institutions, libraries, archives, museums and research organisations occupy a strategic position in promoting lawful access to knowledge and preserving Nigeria's cultural heritage. Thus, they are equal stakeholders in translating copyright policy into practical access to knowledge initiatives. Stakeholder engagement with these institutions should therefore focus on strengthening institutional policies and operational practices.

Table 6: Institutional and Operational Priorities

Strategic Objective/Priority	***Primary Stakeholder for Engagement***	***Supporting Stakeholders***	***Suggested Engagement Strategy***	***Expected Outcomes***
Promote institutional copyright and digitisation policies.	Universities, libraries, archives and museums	NCC, FKA, Wikimedia affiliates	Development of institutional guidelines and collaborative pilot initiatives.	Improved preservation and responsible (public) access to cultural heritage and knowledge resources.
Encourage the adoption of Open Access policies for publicly funded research; and open licensing where appropriate for educational and publicly funded content.	Universities, libraries, archives and museums	Creative Commons community, FKA	Institutional advocacy, policy dialogue and technical support.	Greater accessibility and visibility of Nigerian research outputs.
Strengthen copyright awareness among educators and information professionals.	Educational and cultural institutions and research organisations.	NCC, professional associations, civil society organisations	Capacity-building programmes and professional training for librarians, researchers, educators and cultural heritage professionals.	Improved understanding and utilisation of copyright limitations and exceptions.
Promote the adoption of open licensing where appropriate, especially institutional OA	Universities, Educational institutions and research organisations	Government funding agencies, academic publishers	Awareness campaigns and institutional guidance.	Increased dissemination and lawful reuse of educational resources.

policies for publicly funded research outputs.				

5.3 Stakeholder Engagement and Partnership Priorities

Effective copyright reform requires sustained collaboration among stakeholders. Civil society organisations, professional associations and knowledge institutions have an important role to play in supporting evidence-based advocacy, public awareness and collaborative policy development. Stakeholders should therefore prioritise partnerships that strengthen advocacy, generate evidence and promote public awareness.

Table 7: Stakeholder Engagement and Partnership Priorities

Strategic Objective/Priority	***Primary Stakeholder for Engagement***	***Supporting Stakeholders***	***Suggested Engagement Strategy***	***Expected Outcomes***
Strengthen coordination among organisations working on copyright and open knowledge.	FKA, Wikimedia affiliates, Civil society organisations.	NCC, National Library, universities, museums, creative industry representatives.	Multi-stakeholder networks and collaborative advocacy platforms.	Improved coordination and sustained coherent dialogue among key.
Expand research on emerging copyright issues.	Universities. Research Institutions and civil societies groups.	NCC, development partners	Joint research projects and policy studies on relevant issues.	Stronger evidence base for future policy development.
Increase public understanding of copyright and access to knowledge.	Media organisations, professional associations and civil society organisations	NCC, educational institutions, media organisations.	Develop public education campaigns and outreach programmes.	Greater public awareness and understanding of copyright lawful access mechanisms.

Foster international collaboration and knowledge exchange on open knowledge and cultural heritage.	FKA and partner organisations.	UNESCO, WIPO, Wikimedia movement, Creative Commons community.	Technical partnerships, capacity-building and collaborative projects.	Access to international best practices & institutional support (technical expertise, collaborative opportunities, etc.)

5.4 Strategic Engagement for Long-Term Legislative Development

While many implementation challenges may be addressed through regulatory and institutional measures within the existing legal framework, certain issues may ultimately require legislative review as the Copyright Act 2022 matures. Therefore, stakeholders should also contribute to future legislative development where practical experience demonstrates the need for statutory reform.

Table 8: Long-term Legislative Priorities

Issue for Future Legislative Consideration	***Legislative Context***	***Objective of Reform***	***Relevant Stakeholders***	***Suggested Advocacy Focus***	***Potential long-term Outcome***
Freedom of Panorama	The Copyright Act 2022 provides limited legal certainty regarding the creation and dissemination of images of artistic works permanently situated in public places.	Introduce clearer statutory provisions governing the lawful creation and dissemination of images of public artistic works for educational, cultural, tourism and commercial purposes.	National Assembly, NCC, cultural institutions; creative industry organisations; civil society organisations.	Promote evidence-based legislative proposals informed by comparative international practice and stakeholder experience.	Enhanced legal certainty, cultural documentation, tourism promotion, educational use and digital heritage initiatives.
Digitisation and Orphan Works	The Act does not comprehensively address mass digitisation projects or the use of orphan works by libraries, archives and other cultural heritage institutions.	Establish a legal framework that facilitates mass digitisation, preservation and responsible public access to orphan works while safeguarding the interests of rights holders.	National Assembly, NCC, libraries, archives and museums, research institutions.	Develop legislative proposals supported by implementation experience, stakeholder consultations and comparative international models.	Improved preservation, accessibility and long-term sustainability of Nigeria's documentary and cultural heritage.

Public Interest Licensing	Existing procedural requirements may reduce the practical	Review and refine the statutory framework to improve	NCC, National Assembly, educational institutions; cultural	Document implementation challenges and advocate targeted	More effective use of public interest licensing to support
	accessibility and effectiveness of public interest licensing mechanisms.	accessibility while maintaining appropriate safeguards for copyright owners.	institutions; copyright stakeholders.	legislative amendments where practical experience demonstrates the need for reform.	education, research, cultural preservation and other public interest purposes.
Recognition of Open Licensing	The Act does not expressly recognise voluntary open licensing frameworks, creating uncertainty regarding their place within Nigeria's copyright ecosystem.	Provide greater statutory clarity on the legal status and operation of voluntary open licensing frameworks, including Creative Commons licences.	National Assembly, NCC, Policymakers, educational institutions and copyright stakeholders.	Promote broader policy recognition of voluntary licensing models. Promote policy dialogue and legislative consideration of voluntary licensing models as complementary mechanisms for expanding lawful access to knowledge.	Increased confidence in open licensing within the Nigerian copyright ecosystem. Greater legal certainty for the use of open licences within the Nigerian copyright ecosystem. Greater legal certainty and wider adoption of open licensing across education, research and cultural heritage sectors.

Emerging Digital Technologies and Uses.	Rapid technological developments—including artificial intelligence, text and data mining, digital preservation and other emerging technologies—continue to present new copyright challenges.	Establish mechanisms for the periodic review of copyright legislation to ensure continued responsiveness to technological developments and evolving patterns of creative production and use.	Government; National Assembly; NCC; researchers; technology stakeholders; academic institutions.	Encourage periodic evidence-based legislative review supported by multi-stakeholder consultation and ongoing research.	future-ready copyright framework that supports innovation while maintaining an appropriate balance between creators' rights and public access to knowledge.

CONCLUSION

The Nigerian Copyright Act 2022 represents a significant milestone in the evolution of Nigeria's copyright system. By modernising the legal framework to respond to the realities of the digital environment, the Act provides a strong foundation for protecting creativity, encouraging innovation and supporting the growth of Nigeria's creative economy. At the same time, its recognition of the importance of access to creative works reflects the enduring principle that copyright protection and the public interest are complementary objectives that must be pursued in a balanced manner.

This report has identified selected policy and implementation issues that, based on stakeholder experience, continue to present practical challenges for organisations engaged in education, cultural heritage preservation, research and the promotion of open knowledge. These challenges should not be viewed as shortcomings that diminish the significance of the Copyright Act 2022. Rather, they epitomise the implementation process that follows major legislative reform, where practical experience reveals opportunities for regulatory clarification, institutional strengthening and collaborative policy development.

The comparative experiences examined in this report demonstrate the variety of legal, regulatory, institutional and policy approaches adopted by jurisdictions to improve access to knowledge while maintaining effective copyright protection. These experiences suggest that meaningful progress in Nigeria need not depend exclusively on legislative amendment. Considerable improvements may be achieved through strategic implementation of the existing legal framework, supported by regulatory guidance, institutional initiatives, stakeholder partnerships and sustained dialogue among all actors within the copyright ecosystem.

Ultimately, the continued success of the Copyright Act 2022 will depend not only on the strength of its statutory provisions but also on the collective commitment of stakeholders to support its effective implementation. Regulators, government institutions, educational and cultural organisations, civil society, the creative community and development partners all have important roles to play in advancing a copyright system that simultaneously protects creativity and expands lawful access to knowledge, education and cultural heritage.

It is in this spirit of shared responsibility that this SSR is presented. By encouraging evidence-based engagement, collaborative action and continuous policy learning, it seeks to contribute to the ongoing development of a copyright ecosystem that responds effectively to the opportunities and challenges of the digital age, while advancing the broader public interest and supporting Nigeria's social, cultural and economic development.

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