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CONFLICT SENSITIVITY OF ESTABLISHING THE KACHIA GRAZING RESERVE IN KADUNA STATE AS A CONFLICT PREVENTION STRATEGY: A LITERATURE REVIEW

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Abstract

The establishment of the Kachia Grazing Reserve in Kaduna State is intended to be a conflict prevention and peacebuilding strategy in the face of the incessant conflicts between nomadic pastoralists and the settled farming communities. It is also meant to engender improved health for pastoralists and their livestock due to sedentarization, improved animal husbandry and increased agricultural productivity. However, no matter how well intentioned, peacebuilding and development programming can exacerbate or bring about conflict if not well conceived, planned, implemented, monitored and reported. Through a review of secondary data, this paper, therefore, places the implementation of the Kachia Grazing Reserve Law 1996 on the scale of conflict sensitivity. It examines whether the establishment of the Kachia Grazing Reserve was done, and whether the management is being done, in such a manner as not to exacerbate or even create more conflicts between pastoralists and the indigenous farming communities surrounding the reserve. The paper has found that although conceptualization of the grazing reserve was conflict sensitive, there was no systematic mainstreaming of conflict sensitivity in the establishment of the reserve. There is also no mainstreaming of conflict sensitivity in the management, monitoring and reporting of the reserve. The Kachia Grazing Reserve was established and it is being managed in contravention of the Northern Nigeria Grazing Reserves Law 1965; the Kachia Grazing Reserve Law 1996 (backdated to 1988); the Kaduna State Grazing Reserve Regulations 1987; and the Nigeria Land Use Act 1978. The reserve was planned, established, and it is being managed and reported on the basis of political expediency and primordial considerations. The paper therefore recommends that in order to stem the rising tide of conflicts between inhabitants of the Kachia Grazing Reserve and their neighbouring indigenous farming communities, as well as amongst the inhabitants of the grazing reserve, a Review Committee should be inaugurated to develop a conflict sensitive framework for reviewing the reserve, starting from the implementation strategy through the monitoring and evaluation strategy to the reporting strategy.

Key words: Conflict Sensitivity; Kachia Grazing Reserve Law; Conflict Sensitive Implementation; Conflict Prevention.

Introduction

Between 1967 and 1979, there was relative peace in Kaduna State. However, between 1980 and 2015, at least 40 crises were reported in the State (Conflict Triangle Consulting, 2013). The post-presidential

election violence across the Northern part of the country in April, 2011 particularly put Kaduna State on the pedestal of one of the most volatile states in the country. Violence erupted in some parts of the State with no past records of identity conflicts. Since then, conflicts in the

state have taken a dangerous dimension in terms of frequency, ferocity and the attendant deepening of cleavages.

One of the types of conflict in Kaduna State is the conflict between farmers and pastoralists. Desertification and droughts have pushed pastoralists southwards into Kaduna state with resultant increase in cases of conflicts between nomads and farmers. Most livestock routes in the central area of Nigeria pass through Kaduna State. During the dry season, therefore, nomadic Fulani pass through the state to and from other states. Conflict Triangle Consulting (2013) recorded over twenty pastoralists/farmers conflicts in Southern Kaduna alone between 2010 and 2013, with their attendant colossal losses of lives and property. This worsening conflict situation, along with the need to sedentarize pastoralists for higher and healthier yields in animal products, has necessitated the establishment of grazing reserves for pastoralists in the State. One of these grazing reserves is the Kachia Grazing Reserve.

The main objective of this paper is to identify the conflict sensitivity in establishing the Kachia Grazing Reserve. The specific objectives are:

- i. to determine the conflict sensitivity in conceptualizing the Kachia Grazing Reserve Law;
- ii. to determine the conflict sensitivity in implementing the Kachia Grazing Reserve Law;
- iii. to determine the conflict sensitivity in the management of the Kachia Grazing Reserve;
- iv. to make recommendations for the conflict sensitive management of the Kachia Grazing Reserve.

Conceptual Clarifications

Grazing Reserve

A grazing reserve is a track of land that is specially set aside and developed by government for the purpose of raising livestock animals such as cattle and other ruminants. A typical grazing reserve consists of more than just pastureland for cattle. It includes homes for the settlement of cattle breeders, fallow land, and other

infrastructure. A typical grazing reserve would involve investment in roads and fire breaks, water development, housing and buildings, office equipment, stock handling and veterinary facilities, motor vehicles, medical facilities, tractors and equipment (Ingawa, Tarawali, and Kaufmann, 1989). Grazing reserves in Nigeria are established at the three government levels (Federal, State and Local Government), as well as Community and Family levels.

Conflict

Conflict studies scholarship and practice give different but complementary definitions of conflict. However, one definition that captures the essence of this paper is the one by Coser (1956). Coser defines conflict as:

“a struggle over values and claims to scarce status, power and resources in which the aims of the opponents are to neutralize, injure or eliminate their rivals.”

Conflict Sensitivity

Conflict Sensitivity is the ability to (i) understand the context in which one is intervening by doing a conflict analysis and updating it regularly; (ii) understand the interaction between one’s intervention and the context by linking the conflict analysis with the programming cycle of planning, implementation, and monitoring and evaluation; (iii) and act upon the understanding of this interaction in order to avoid negative impacts and maximize positive impacts by planning, implementing monitoring and evaluating the intervention in a conflict-sensitive manner (including redesigning intervention when necessary).

Conflict Sensitive Implementation

Implementation is the process for realising objectives by enacting the activities designed in the planning process – the operationalization of the proposal. Implementation involves regular progress reviews to enable plans to be adjusted if necessary.

Conflict sensitive implementation involves close scrutiny of the operational context through regularly updating the conflict analysis, in order to avoid negative impacts and maximise positive impacts on the context.

Theoretical Framework

Peace and Conflict Sensitivity Theory

Peace and Conflict Sensitivity Theory was propounded by Mary Anderson in 1999 (Anderson, 1999). It provides for a good understanding of the two-way interaction between development, peacebuilding, or humanitarian interventions and the context in which the intervention is taking place, and acting to minimise the negative impacts of the intervention on conflict. The principle of Do-No-Harm (DNH) forms the core of Peace and Conflict Sensitivity Theory. An intervention that avoids exacerbating the problem that is intended to be solved or creates other additional problems is a DNH intervention; in other words, an intervention that is conflict sensitive.

The Peace and Conflict Sensitivity Theory has its origins in development and humanitarian activities. Development is good and it is the essence of government. However, if not handled properly, development can cause conflict, which can ironically stop, reverse or hinder development. As a measure to increase agricultural productivity by cultivators and to impact positively on animal husbandry and animal productivity by pastoralists in order to achieve food security, grazing reserve development is an endeavour in development. As a mechanism for resolving or mitigating conflict, grazing reserves development is a peacebuilding mechanism. Conflict sensitivity in development and peacebuilding, therefore, is the deliberate planning, implementation, and monitoring and evaluation of development and peacebuilding projects and programmes to avoid causing conflict. Conflict sensitivity in development and peacebuilding therefore entails:

1. understanding the context/environment in which a project is intended to be sited in terms of its geographic and social peculiarities;
2. understanding how the project and the context impact on each other;
3. being guided by the understanding of the interaction between context and project or intervention in planning, implementing, monitoring and evaluating the project.

By the first requirement above, it is obvious that conflict analysis is central to and, therefore, the first task in conflict sensitive development and peacebuilding programming. In conflict analysis, the context for which the development or peacebuilding intervention is intended is analysed. This entails a critical analysis of

- (a) the actors or parties to the pre-existing conflict where the intervention is a peacebuilding project or all stakeholders where a development project is intended;
- (b) the causes or sources of the conflict where intervention is intended;
- (c) the profile of the conflict; and
- (d) the interaction dynamics between and amongst them.

The next step in conflict sensitive development and peacebuilding programming is an analysis of the interaction between the context and the intervention stages of planning, implementation and monitoring and evaluation. The key question is how the context may affect, affects or has affected the intervention and vice versa. The conflict analysis must also be conflict sensitive. The Theory of Peace and Conflict Sensitivity is the theory used in this paper because the development and management of grazing reserves has to be done in such a manner as to not create or exacerbate conflict.

Literature Review

Grazing Reserves and Stock Routes Development in Kaduna State

Following their movement from place to place in search of pasture and water, the Fulani pastoralists in Kaduna State, like everywhere else in Nigeria, inevitably compete for land, water and other natural resources with farmers in Kaduna State. This competition is, in most cases, the real source of crises between Fulani pastoralists and farmers. Like the Federal Government and many other affected States in Northern Nigeria, the Kaduna State Government has adopted the Northern Nigeria Grazing Reserve Law, 1965 in order to, amongst other reasons, reduce these crises. Section 3 of the Grazing Reserve Law 1965 defines the lands that may be constituted into State or Local Government

grazing reserves in accordance with Section 12 and subject to sections 4, 5, 6, 8, 9 and 10 to be:

- (a) Lands at disposal of Government or native lands;
- (b) Any lands in respect of which it appears to the Commissioner that grazing such lands should be protected or reserved or grazing management should be practised.”

The procedure for the establishment of grazing reserves in the 1965 Law is such that:

A State or Local Government upon decision to acquire lands as specified under (a) and (b) above, the Commissioner at the State Ministry of Agriculture and Natural Resources or Chairman of the Local Government Council (if the reserve is to be Local Government owned), shall inform the Local Land Use and Allocation Committee of the area, the Government intention to create a grazing reserve, indicating the area involved. The Land Use and Allocation Committee shall carry out preliminary investigations into the land uses of the area, consider its suitability, consult the people of the locality and obtain their views. The Committee after consultation with the people of the locality and obtaining their views prepares a sketch map with description of the area, showing large farms and villages (enclaves), compile a preliminary report for submission to the Chairman of the Local Government Council for consideration. The report is sent to the State Land Use and Allocation Committee for consideration and approval (if the Land is over 5,000 hectares) and forwarding to the Commissioner, Section 6(2) of Land Use Decree 1978.

Sections 4, 5 and 6 of the Grazing Reserves Law, 1965 make the following provisions for Notification of intention to a create reserve:

The Commissioner or Local Government Chairman after receiving the Land Use and Allocation Committee’s report shall publish in the gazette a notice in the following manner:

- (a) Specifying as nearly as may be the situation and limits of the lands;
- (b) Declaring whether the Lands are at the disposal of Government or are native lands coming within paragraph (b) of section 3;
- (c) Declaring that it is intended to constitute such Lands a Government grazing reserve, either for the general purpose of

Government or for the particular use and benefit, wholly or in part, of any class of persons or for the benefit of any native Community or native authority;

- (d) Appoints a Reserve Settlement Officer who shall inquire into and determine the existence, nature and extend of any rights claimed by or alleged to exist in favour of any persons or Communities or brought to the knowledge of the said officer affecting the lands or any other rights in or over the lands.(This responsibility may be carried out by the Land Use and Allocation Committee as the Commissioner or Local Government Chairman may deem fit).

The Law also prescribes that an order constituting the Grazing Reserve must be made as follows:

On completion of inquiries and reaching agreement on the lands, the area shall be surveyed, demarcated and final maps and detail report prepared. The maps and detail report are then sent to the Attorney General of the State for Legal consideration and drafting of the order. The final draft order is then sent to the State Military Governor for final approval and appending signature. The order is then published in the official gazette of the State.

The Northern Nigeria Grazing Reserve Law 1965 must, however, be read in conjunction with provisions of the Land Use Act 1978 on acquisition of land for agricultural purposes. Section 6(6) of the Land Use Act 1978 makes room for compensation where land is acquired for agricultural purposes. It states that:

“Where land in respect of which a customary Right of Occupancy is revoked under this decree was used for agricultural purposes by the holder, the Local Government shall allocate to such holder alternative land for the same purpose”.

Under the purview of the The Grazing Reserves Law 1965 of Northern Nigeria, backed by official gazettes for each grazing reserves, the Kaduna State Government has designated 14 areas for the creation of Grazing Reserves and three (3) areas for the development of pasture (pasture reserves) in the State. The Kachia Grazing Reserve is one of the 14 grazing reserves created by the Kaduna State government. It

straddles the three LGAs of Zangon Kataf, Kajuru, and Kachia with a gazetted size of 33,411 hectares (3,341.11 square kilometres).

The Kachia Grazing Reserve was gazetted via the Kachia Grazing Reserve Order under The Kaduna State Grazing Reserves Law (CAP. 62 1991) in a Kaduna State of Nigeria Gazette No. 8, Vol. 30, 25th April, 1996. The “Date of Commencement” of The Kachia Grazing Reserve Order 1996 was, however, backdated to 1st July, 1988. In the 1980s, Government planned to expand the Kachia Grazing Reserve to 73,411 hectares, the Damau Grazing Reserve to 110,000 hectares and the Gayan Grazing Reserve to about 40,000 hectares. The proposed expansions have not been done yet.

Section 22 of the Northern Nigeria Grazing Reserve Law, 1965 leaves the formulation of regulations for pastoralists in grazing reserves at the discretion of the Governments establishing them. In Kaduna State, The Grazing Reserves Regulations, 1987, with a Commencement Date of 5th May, 1987, was gazetted in Kaduna State of Nigeria Gazette, No. 11, Vol. 21, 25th June 1987 (KD.S.L.N No. 3 of 1987). Based on these general provisions, 27 regulations have been enacted for the Kachia Grazing Reserve. These regulations include:

Regulation 7 (1): Any person wishing to bring any animal into a Reserve shall obtain a permit to do so from the Chief Animal Husbandry Officer for this purpose.

Regulation 8: A permit granted under Regulation 7 shall be in the form set out in Schedule 1 and shall show:

- (a) the number and type of animals that are permitted to be in the Reserve;
- (b) where they are permitted to graze;
- (c) the size of the area allocated for grazing; and
- (d) the photograph of the person in whose name it is issued.

Regulation 9(1): A permit granted under Regulation 7 shall be for a period of twelve

months and unless renewed before the expiration of the twelve months, it will lapse.

Regulation 12 (2): The fee payable under sub-Regulation 1 of this Regulation shall also be paid at each renewal and a permit shall not be valid until the fee has been paid.

Regulation 14: The Chief Animal Husbandry Officer or any other officer duly authorised by him for the granting or issuing of permits under Regulation 7 may by notice in writing served upon the permit holder;

- (a) revoking or vary the permit
- (b) direct the transfer of animals from one area of the Reserve to another
- (c) prohibit the grazing of animals in any part of the Reserve, and
- (d) prohibit the use of any such watering point for a good cause after consultation with the committee.

Regulation 15: No person other than a Government Officer on duty shall enter into a Grazing Reserve unless he is so authorised in writing by the Officer in charge of the Reserve.

Regulation 17: No person other than a permit holder shall cause or allow his animals to enter into a Government Reserve.

Regulation 19 (1): No person other than a permit holder shall farm on any part of a Reserve.

Regulation 19 (4): A scheduled farming area shall not exceed 5 percent of the Reserve’s Gazetted area.

Regulation 25: No person shall take any firearms into a Reserve.

Regulation 27: Any person found guilty of an offence under the provisions of these Regulations shall upon conviction be liable to imprisonment for a term not exceeding six months or to a fine not exceeding two hundred naira or both.

Methodology

This study is descriptive and inferential, and aims to systematically describe the establishment of the Kachia grazing reserve from policy formulation through implementation to monitoring and evaluation in order to establish how conflict sensitive it is. This research is concerned with what, where, when and how, rather than why the Kachia grazing reserve was established. Secondary data including government documents, previous research reports, and media reports were gathered and analysed.

Conflict Sensitivity of Establishing the Kachia Grazing Reserve as a Conflict Prevention Strategy

The first conflict sensitivity test of grazing reserves establishment in Kaduna State is the collective size of 4,338.32 square kilometers carved out of the total land mass of 48,473.2 square kilometres that make up Kaduna State to be converted to grazing reserves. This is quite enormous considering all the challenges facing grazing reserves development in the State, particularly the rising population, agricultural mechanisation and the consequent expansion of farmlands, the growing sensitivity of land, infrastructural development and the politicisation of pastoralism and the grazing reserves development. By the 2006 population census, Kaduna State has a population of more than 6 million.

In the Kachia Grazing Reserve, the Grazing Reserves Law is not being observed or enforced. There have been reports of encroachment into the grazing reserve by both farmers and transhumance pastoralists from other parts of Nigeria and Africa. Neither the Grazing Reserve Policy Committee at the State level nor the Grazing Reserve Management Committee for the Kachia Grazing Reserve is in place. This accounts for the non-enforcement of the GR Law and regulations. Schedule 1 of the Kaduna State Grazing Reserves Regulations 1987 (the permit) states that the permit issued to enter into a Grazing Reserve “expires after the fourth renewal and a new permit must be obtained”. Therefore, requirements for grazing permits and settlement are not being complied with.

No compensation has been paid to the customary owners of the lands that have been acquired the Kachia Grazing Reserve. Government affirmed in its White Paper on the Report of the Committee on Demarcation of Boundaries between the Newly Created Chiefdoms in Kaduna State 2001, the Committee’s finding that “Government promised but did not pay compensation to the customary land holders who were displaced to give room for the development of the grazing reserve”.

The Kachia Grazing Reserve (like all other grazing reserves in Kaduna State) is more than 5,000Ha in size. It was gazetted via the Kachia Grazing Reserve Order under The Kaduna State Grazing Reserves Law (CAP. 62 1991) in a Kaduna State of Nigeria Gazette No. 8, Vol. 30, 25th April, 1996. The “Date of Commencement” of The Kachia Grazing Reserve Order 1996 was, however, backdated to 1st July, 1988. The legal status of the Kachia Grazing Reserve is, therefore, questionable.

The Kachia Grazing Reserve is located in three LGAs: Zangon-Kataf, Kachia and Kajuru. Management is however wholly by Kachia LGA. This may be acceptable now, but it could be a source of conflict in the future. Some stakeholders believe that the creation of additional LGAs will solve the problem as the GR would fall snugly into one LGA. However, Government accepted in its White Paper on the Report of the Committee on Demarcation of Boundaries between the Newly Created Chiefdoms in Kaduna State 2001, the Committee’s recommendation that Ladduga District should remain in Ikulu Chiefdom and directed as such.

Fulani elite from other parts of Southern Kaduna and the State in general who live neither in the Reserve nor in Southern Kaduna currently engage in arbitrary, unilateral and illegal acquisition of large expanses of land in the Kachia (Ladduga) Grazing Reserve and turning them into farmlands. This is against the intent of grazing reserve development and it is currently generating a lot of tension amongst the settlers within the reserve as well as the immediate and larger host communities. Although the Kachia Grazing Reserve

was designed to accommodate 10,000 pastoralists, Gefu (2012) established that it had 21,000 pastoralists with a livestock population estimate of 85,000 cattle as at 2012. This shows that the grazing reserve is overpopulated by more than 100%, and consequently, overstocked.

The issuance of permits to enter into Grazing Reserves in Kaduna State has long been abandoned. For example, only four persons in the Kachia Grazing Reserve had permits as at 2015 (Kaduna State Peace and Reconciliation Committee, 2015). By the provisions of the Grazing Reserves Regulations 1987, the sale of land in a Grazing Reserve by permit holders is illegal since a permit holder is not a land owner.

There is uncertainty in the claim by inhabitants of the grazing reserve and within government circles that the Kachia Grazing Reserve has been expanded to 73,411 hectares.

The Kaduna State Government inaugurated the Kaduna State Peace and Reconciliation Committee on January 25, 2012. The Committee provided various fora for pastoralist and farming individual and group stakeholders to state their cases. For example, the Project Officer of the Grazing Reserve lodged an official complaint to the Commissioner of Agriculture in November 2012 that one non-resident individual had cleared, sunk a borehole in and cultivated over 30 hectares of land in Block 2 of the Gazetted Area of the Reserve, along with other land grabbing instances.

The Ladduga Development Association (LDA), an association of inhabitants of the Kachia Grazing Reserve (2012) attributed the massive influx of Fulbe into the grazing reserve to the geo-political relocation of the reserve from Kachia Local Government to Zangon Kataf by way of making it a District in Ikulu Chiefdom, which is in Zangon Kataf LGA. "The development triggered more movement into the area by other Fulbe pastoralists who were optimistic that the creation of the district will further improve the provision of more basic amenities." The creation of a

district for the pastoralists has brought about other challenges the Grazing Reserve Law of 1965 did not envisage: ethnicity; geopolitical self-determination; the settler/indigene question; ownership of the land on which the grazing reserves are located. The LDA then demanded that the district should be made a chiefdom exclusively for the pastoralists because "almost every ethnic group in Southern Kaduna state (has) got their own chiefdom and chief ... even though they have the same values, cultures and traditions, same religion, slightly different languages."

These demands do not sit well with the host communities because they think that, as only very recent immigrants, the Fulbe pastoralists have no right to land. They read a political agenda in the demands and, indeed, the whole idea of grazing reserves. They see the grazing reserves in the area and the subsequent demand for political autonomy by the Fulani in these reserves as a plot to restore the emirates through the back door. To encourage that perception is the belief that the Fulani transhumance pastoralists who are settled in the grazing reserve are indigenous neither to Kaduna State nor Nigeria.

In a letter to the Chairman of the Kaduna State Technical Committee on Ladduga Boundary Dispute, the Ikulu Community of Zangon Kataf LGA (2008) warned that "the agenda of the Ladduga people cannot be easily wished away because they have not only the support of the National Nomadic Education Commission (NNEC) but also that of all the Fulanis in Nigeria."

The State Government further complicated the issues of the size of the grazing reserve and compensation to the host communities in its presentation to the Peace and Reconciliation Committee. In his presentation as reported in the Ikulu communities of Katul, Gateh, Aduma and Yadeh/Akupal Communities petition (2012), the Permanent Secretary of the Kaduna State Ministry of Agriculture stated that the land acquired initially for the grazing reserve was 74,000 hectares but only 34,000 hectares were gazetted; the land was

donated to the Government by the Kachia Local Government with no expectation for compensation by the host communities; and that the communities started claiming compensation only after they were paid compensation for the NNPC oil pipeline that passes through them. However, government records show that the decision not to pay monetary compensation to any individual or group in respect of land or economic trees that fall within the acquired area and that prohibited farming and hunting activities in the Reserve was made in the State Executive Council meeting of July 1, 1988.

In reaction to the Permanent Secretary's submission, the Ikulu communities of Katul, Gateh, Aduma and Yadeh/Akupal Communities stated in a letter to the Committee that they:

...never donated our land to the Government. Those lands were forcefully taken from us. The land initially earmarked for the Kachia Grazing Reserve by the powers that be was 73,411 hectares, not 74,000 hectares. What remained of the 73,411 hectares reverted to us the host communities. We hasten to state that our claim to compensation precedes the NNPC pipeline issue. So to say that the pipeline triggered our claim is false and unfounded. His submission has heightened tension and can cause a breakdown of law and the peace that the Committee is working hard to restore. Our demand is as old as the reserve itself.

In a letter to the District Head of Zangon Kataf District in February 1983, the neighbouring communities to the grazing reserve besieged the District Head "to please help us appeal to the authorities concerned to pay us compensation for a large stretch of land acquired ... for a forest reserve." In their letter to the Technical Committee on the Ladduga Boundary in 2008, the Ikulu Community of Zangon Kataf LGA, (2008) alleged that:

The land was compulsorily acquired after subjecting the Anchuna Village Head, Akwital Dama, and his ward heads: Gidan Ali (Bako Jirayi), Yadeh (Mazadu Ruku, Ungwar Gimba (Shuaibu Gimba), and Dutsen Bako (Likita Atiku) to duress and intimidation to sign the agreement to that effect at the Chambers in Kachia. ACDA/IDA made strong written observations to constituted authorities against the move then."

The Ikulu Community claimed that the intimidation was easy because both the Chairman of the bigger Kachia LGA was from Kachia LGA and the District Head of the larger Zangon Kataf District was not of the Ikulu ethnicity. The Anchuna branch of the Ikulu Development Association lodged a complaint via a letter to the Chairman of Kachia LGA dated 14th March, 1988.

There is also serious political confusion and controversy about to which Local Government Area the Kachia Grazing Reserve belongs. As at the time it was created, the Reserve was in Kachia Local Government Area. However, over the years, the Kachia Local Government Area has been split into three LGAs: Zangon Kataf, Kachia and Kajuru. The Grazing Reserve straddles these three Local Government Areas, each of them claiming the Grazing Reserve to be part of it. And the Government has not helped matters by pitching administrative policy against electoral policy on the Grazing Reserve. Administratively, the Ladduga District which encompasses the Kachia Grazing Reserve is in Zangon Kataf Chiefdom and Local Government. Zangon Kataf LGA pays the salaries of the District Heads, his Village Heads and all supporting staff, as well as administer the health and primary school systems. Electorally, the District constitutes a ward in the Ikulu/Kamanton Development Area in Zangon Kataf LGA but all of its polling booths fall under Agunu electoral Ward in Kachia LGA.

Conclusion

Although conceptualization of the grazing reserve was conflict sensitive, there was no systematic mainstreaming of conflict sensitivity in the establishment of the reserve. There is also no mainstreaming of conflict sensitivity in the management, monitoring and reporting of the reserve. The Kachia Grazing Reserve was established and it is being managed in contravention of the Northern Nigeria Grazing Reserve Law 1965; the Kachia Grazing Reserve Law 1996 (backdated to 1988); the Kachia Grazing Reserve Regulations 1987; and the Land Use Act 1978. The reserve was planned, established, and it

is being managed and reported on the pedestals of political expediency and primordial considerations.

Specifically on implementation, the management structures as stipulated in the Northern Nigeria Grazing Reserve Law 1965 and the Kachia Grazing Reserve Law 1996 (backdated to 1988) are not on ground. The Kachia Grazing Reserve Regulations have been disregarded and abandoned. No conflict analysis was done, not to talk of being regularly updated in order to avoid negative impacts and maximise positive impacts on the context.

Recommendations

In order to stem the persistent conflicts between inhabitants of the Kachia Grazing Reserve and their neighbouring indigenous farming communities, and amongst the inhabitants of the grazing reserve, a Review Committee should be set up to make conflict sensitive recommendations on a framework for a review of the establishment and managing of the reserve. The Review Committee will recommend a conflict mitigation framework that will start from a review of the implementation strategy through the monitoring and evaluation strategy to the reporting strategy. It will also

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mitigate the frequent confrontation between the indigenous farming communities and the government, and between the inhabitants of the grazing reserve and the government.

Provisions of the Land Use Act 1978 and the Kachia Grazing Reserve Law 1996 (backdated to 1988) need to be adhered to. Specifically, consent of the original inhabitants of the land on which the grazing reserve is situated, compensation paid and alternative lands allocated to them, their participation in the management and monitoring of the reserve, as well as benefiting in comparative terms in government facilities and amenities as inhabitants of the reserve as provided in these laws should be paramount.

The Kaduna State Grazing Reserve Regulations 1987 also need to be urgently reviewed as many of the provisions have either been blatantly violated by individuals and groups both inside and outside of the reserve, or they have been overtaken by political, developmental and economic realities. Government has also either failed to implement most of the regulations or even violated them.

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