

Factors Affecting Community Participation in O and OD Planning and Implementation Approach among Cattle Keepers in Mbeya Region in Tanzania: The Case of Kyela District

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Abstract: *The purpose of the study was to assess community participation in O and OD planning process and to explore factors which affect effective implementation of development activities in Kyela District. Various projects were implemented in the district through the O and OD planning approach in the district. The study selected cattle dipping as one of the projects implemented which showed great success at start but later dropped in number of cattle taken for dipping. The trend led to the need to investigate the causes for this drastic change. The objectives were to determine procedure in O and OD planning, investigate the factors that led to the drastic drop in number of cattle taken for dipping, and to establish the measures taken by the district leadership in addressing the problems.*

Data was obtained by interviewing 90 cattle keepers and 18 district and community leaders while secondary information was obtained through reading various documents. The methods used to collect data were through Focus Group Discussion, Participatory Rural Appraisal, Observation and interview. Both Qualitative through content analysis and Quantitative through univariate analysis were applied in data analysis.

The findings indicated that, 84% of cattle keepers were involved in the O and OD project process. A management committee was elected and trained to manage the project and funds from dipping fee to meet costs for the dip maintenance. Challenges experienced included long distances of walking to the dips, poor management of funds, lack of subsidies for chemicals for dips which increased the dipping charges. Alternative measure taken was to use hand sprays by cattle keepers. It was further found out that, district leadership have not made follow up of the problems due to inadequate number of staff, lack of transport and funds to subsidize for the chemicals used in dips.

It is recommended that, O and OD planning be applied in all the development projects as community members gain knowledge, skills and develop capacities in managing projects. This also creates a sense of ownership of the projects. District leadership should educate people continuously and monitor closely implementation of the projects to ensure success and sustainability of the projects.

Key Words: O and OD Planning, Community Participation, Participatory Rural Appraisal, Cattle Dips, Capacities of Community in Managing Projects

INTRODUCTION

Cattle dipping in Tanzania began in 1907 at Nungwe Mpwapwa during the Germany rule (Mlaki, 2005). By 2002, there were 2014 cattle dips in the country, but only 121 of these were functioning. This drop had resulted in some regions for example in southern highlands to experience high tolls of cattle death of up to 387 (Nsengwa, 2004).

This situation is also reported by various researchers in some African countries. Nambota (1988) on *Immunization against Theileriosis* in Zambia reported that, the government of Zambia was experiencing heavy loss on cattle. Therefore, efforts were made to look for alternative methods of controlling TBDs as several problems existed related to dip tanks and rising costs for acaricides, which discouraged livestock keepers from regular dipping. Likewise, Tama (1988), reported the same situation in Burundi; while in Kenya as indicated by Young *et al* (1988), the government provided only acaricides and collected levy for each cattle. The rest was left to farmers to manage.

A participatory development planning methodology known as *Opportunities and Obstacles to Development (O and OD)*, was developed in 2001 by the President's Office, Regional Administration and Local Government (PO- RALG 2004 and Mlupilo, 2005). O and OD is a multi-sectoral approach which takes on board the Tanzania Vision 2025 goals. The approach involves grass root representative members to participate in needs assessment, planning process and implementation of the projects. The O and OD approach was introduced in all districts of Mbeya region in 2004 through DANIDA financial support (Meramba and Mturi, 2005). Various projects were introduced through the approach and one of these projects included the cattle dipping in all the districts of the region (DED, 2004).

Kyela being one of the districts in Mbeya region using the O and OD approach undertook various projects using the approach. The projects implemented using this approach were: poultry, bridge construction and cattle dips rehabilitation (Kuzilwa, 2004),

However, cattle dipping became a project of concern, as the project began to show signs of failure in its implementation. Statistics showed - for example that, in June 2005 about 2000 cattle were taken for dipping at Sinyanga dip but by October 2005, only 38 were taken for dipping. Likewise, 1,600 cattle were taken for dipping at Kapwili dip in June 2005 but dropped to 279 in March 2006 and none by June 2006 (DED, 2008). To date, the project has totally paralyzed. Reasons for the failure of the cattle dip project were not clearly known despite success in other projects such as poultry and bridge construction.

Cattle-dipping is one among the measures that are highly advocated to prevent cattle diseases (URT, 2002). The O and OD approach was introduced as a way of improving the process of cattle caring in order to improve cattle production and

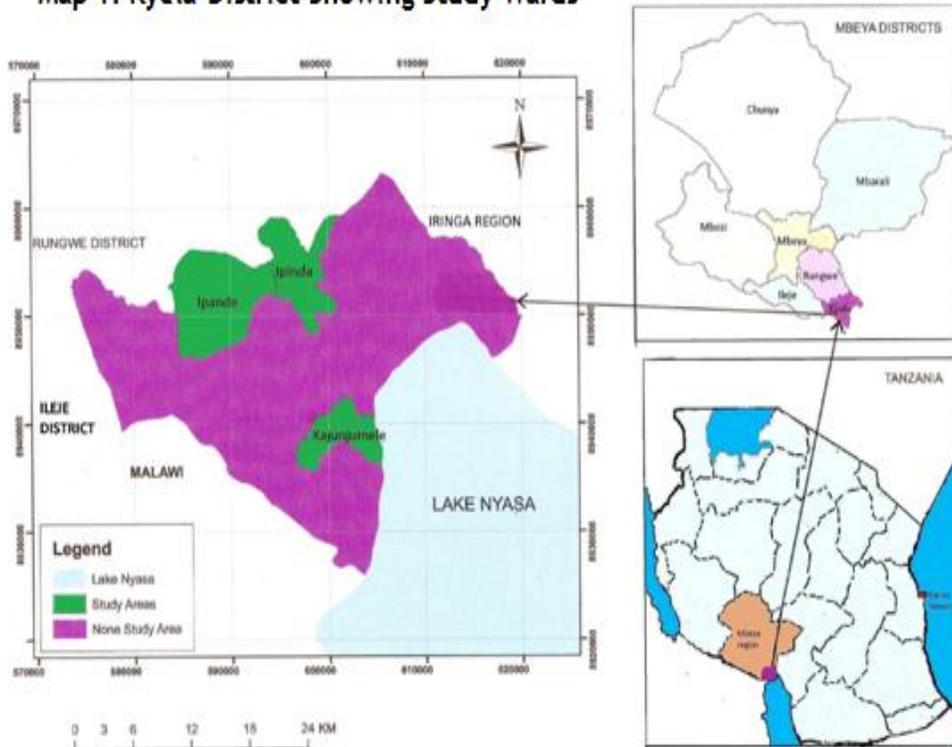
other livestock products as per national policy on livestock (URT, 2006). Livestock keepers have gradually stopped taking their cattle to the dips despite the sensitization, both at planning level and implementation. Basing on this concern, this study was therefore carried out to find out the causes for the problem.

The study sought to know the extent of mobilization and sensitization of cattle keepers on the need to take their cattle for dipping; the challenges they encounter in taking their cattle to the dips; alternative means of protecting cattle from diseases; and the measures taken by district leaders to address their problems. The Specific Objectives were to establish procedures used in O and OD planning process and related challenges; identify specific challenges encountered in planning and provision of dipping services and to establish roles played by District leadership to facilitate cattle dipping to be successful. At the end, the project was expected to contribute to the national efforts in controlling livestock diseases and therefore improve production of meat, milk and other cattle products.

METHODOLOGY

This was a case study of Kyela district wherein Kajunjumele, Ipande and Ipinda wards were selected for the study. The wards selected for the study are as can be seen in the map.

Map 1: Kyela District Showing Study Wards



The study population was cattle keepers, dip management committee members, agriculture and livestock extension staff, planning officers, community development officers, villages and ward executive officers.

Three wards - purposively selected, were Kajunjumele, Ipande and Ipinda where seventeen villages were involved in the study. A random sampling technique was applied by establishing a list of groups of the study population names from each of the wards upon which the sample for study was picked and list established. A total of 90 cattle keepers were selected from the group; and 36 were selected for focus group discussions. As on the technical staff, these were purposively selected from different offices of the district and wards to get 18 respondents.

Data Collection and Analysis Methods

Primary data collection was obtained through various methods. Primary data was obtained by using face-to-face interview, Focus group discussions (FGDs), Participatory rural appraisal (PRA) and observations. Reading various documents was used to get secondary data. Analysis of data was done by the use of both qualitative and quantitative methods. The *Statistical Package for Social Scientists* (SPSS) was used to analyze quantitative data while content method was used to analyze qualitative data.

RESULTS AND DISCUSSION

Participation of stake-holders in planning and decision making - either through active or popular participation or passive or mainstream participation, can enhance ownership of projects and leads to stimulation of learning and development of individuals (PO-RALG, 2003). Clarkø (1994) mainstream concept considers participation to be the act of a person to be part of an *economic* project in order to qualify as a participant, which also leads to the feeling that the project belong to the participants. According to Stiglitz (1998), this is a paradigm which came in with a new approach to development strategies.

Data analysis was done basing on the specific objectives of the study which were to establish procedures used in the O and OD planning process, identify the challenges encountered in the planning and implementation stage, and establish the roles played by the ward and district officials in addressing project implementation challenges.

Procedures Used in O and OD Planning Process and Related Challenges

Community participation in planning creates a linkage between national leadership and the grassroot population - and at the same time, the community members own the projects being planned for them. It also empowers them in terms getting planning and implementation skills. Projects generated by officials in the district or regional offices, (top down generated projects), are not institutionalized by the communities as their projects. As a result, such projects are never sustainable, (Cooksey and Kikula, 2005 and Cook, J B 1994) The O and OD approach for planning and implementation of projects makes the community members to own the projects. This enhances sustainability of such projects. Below is the diagrammatic procedure of the planning linkage in the O and OD Approach.

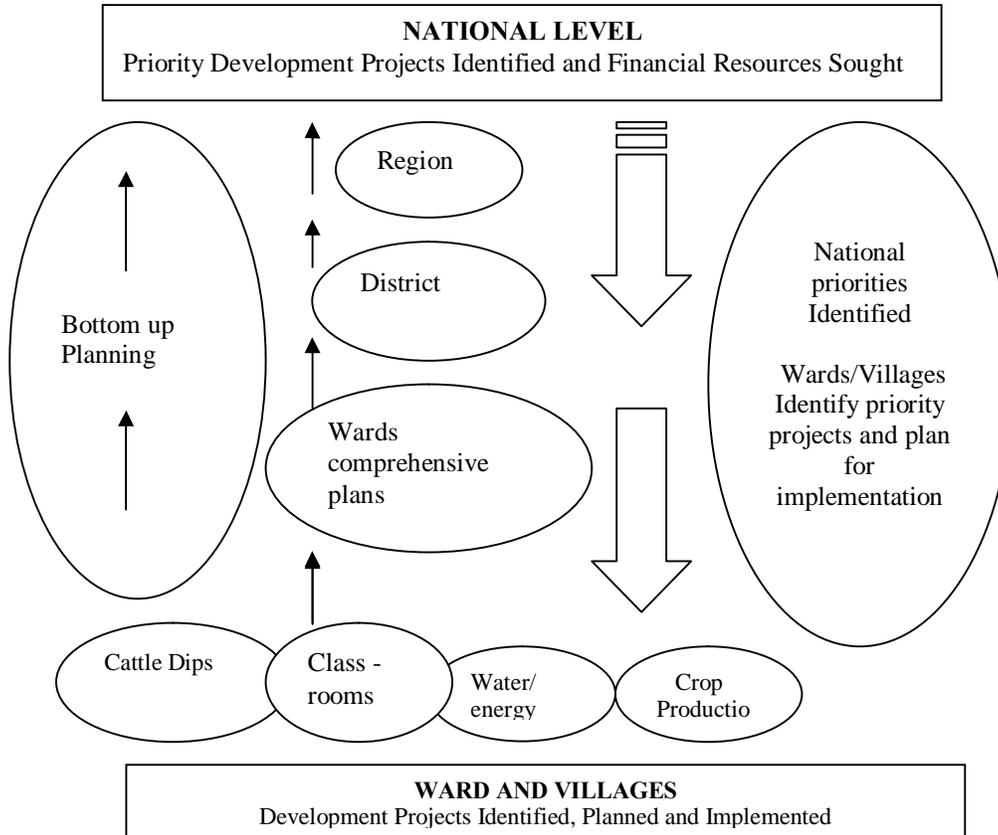


Figure 1: Planning Linkage in O and OD Approach

Source: Field Results

Reflecting on the study results, analysis of the O and OD planning process found out that participation in O and OD meetings was 84% of cattle keepers. And that, the O and OD planning process was done in the right season during which villagers were not very busy. Therefore, villagers participated in site clearance and water refilling of the dip tanks, were sensitized on the importance of cattle dipping, participated in identifying their needs, and were involved in planning and in implementation of planned activities. This was indicated by both participants in face to face interview and in focus group discussion.

Through sensitization, villagers felt that O and OD process provided them with opportunities for gaining knowledge, room for community participation, and through this, villagers felt they owned the projects as they participated in planning and implementation. At district level, it was indicated that, the O and OD planning process has released them from many planning and implementation responsibilities. This is because, O and OD approach empowers the community members to plan and implement the projects.

Challenges Encountered in Provision of Cattle Dipping Services

After rehabilitation of the dips in the two wards at Kapwili and Sinyanga, a project which was of their own choice and one of the top priority for the villagers, village management committees were established and members trained in how to manage the dips and funds for sustaining the operation of the dips through supply of chemical and water. To begin with, the management committees were supplied with start-up kits comprised of acaricide.

On challenges which were encountered in the provision of cattle dipping services, it was found out that long walking distance was a major problem followed by poor content of acaricide, high level of fee, lack of stock routes, and poor rehabilitation of the cattle dips. Details of this can be seen in Table 1.

Table 1: Constraints of Cattle Dipping in Kajunjumele and Ipande Wards (N=60)

CONSTRAINTS	KAJUNJUMELE WARD			IPANDE WARD		
	Rank	Frequency	%	Rank	Frequency	%
Long distance to cattle dip	1	19	63.3	1	9	30.0
Poor quality of acaricide	2	5	16.7	3	6	20.0
Lack of stock routes	3	3	10.0	5	3	10.0
High dipping fee	4	2	6.7	4	5	16.7
Poor Maintenance ó Dip	5	1	3.3	2	7	13.3
Total		30	100		30	100

Table 1 shows that, distance was the most serious problem which affected participation of villagers in cattle dipping activity. Based on this problem of long walking distance to the dips, it was found out that, cattle keepers have devised alternative measures of protecting their animals. They resorted to hand spray pumps to spray their cattle at home. However, spraying at home is very laborious when the number of cattle is larger.



Figure 2: Cattle Spraying at Home Environment

On inquiring the safety of spraying livestock at home from the veterinary officials, it was indicated that, spraying is not safe - both on those who spray and on the animals, as safety measures are not keenly observed. There is high risk on health safety especially with regard to the tendency of using incorrect measures in mixing chemicals and purchase of wrong chemicals hence spray ineffective chemicals.

The other problems included shortage of extension staff to mobilize villagers to take their cattle for dipping, poor record of funds by the village management committee collected as levy from cattle dipping charges earmarked for purchase of acaricides, cleaning of the dips and water refilling charges. Likewise, findings indicated that, there was lack of by-laws to enforce creation of stock routes to avoid food crops being trampled by cattle, an issue which was causing enmity between cattle keepers and farmers; and put in place a penalty to enforce cattle dipping.

On the distance walked to cattle dips, it was indicated that, 66.7% of the cattle keepers walked for over 5 km with their cattle for dipping them, 16.6% walked between 2 to 4 km to dip tanks and only 16.7% walked below one km.

On the role of the district leadership in ensuring cattle dipping become a sustainable activity; it was found that the district veterinary office was supposed to give subsidy to acaricides. However, this had not been effected, which is an act of lack of commitment - as it was noted. This also discouraged the villagers as cost for the chemicals was higher than expectation.

The community through the respondents in the study had indicated that O and OD planning approach had empowered them in terms of development of skills in planning process and management of the projects. The approach has also provided

education through their participation in the whole process of identification of priority projects, planning and implementation.

The O and OD planning approach implementation requires close monitoring by technical staff to ensure it is effectively managed and ensures its sustainability. For effective monitoring, provision of education and guidance, it requires adequate number of technical staff, transport support and funds to facilitate them to monitor the projects being implemented by the community members.

As regards to the knowledge of cattle keepers, the technical staff and management committee members indicated that, there was lack of adequate knowledge of cattle keepers on the importance of dipping. The lack of adequate knowledge of cattle keepers on the importance of dipping their cattle, has led to the problem of cattle keepers not taking their cattle for dipping. This concurs with what Rogers as quoted by Carr, (1995) on diffusion theory which says that, for adoption of technology to take place effectively, the adopter of a technology must receive enough knowledge about the technology in question. This therefore, demands for continuous extension education on various projects through O and OD planning approach including cattle dipping for successful implementation.

On the management of the dips, cattle keepers were asked on how the dips were managed. About 60% of respondents indicated that the dip management committee members managed the cattle dips. This was also indicated by participants in FGDs. And that, each committee had a chairperson, secretary and treasury elected by the committee members. On the effectiveness of the leadership of the committees, it was indicated that, there was inefficiency in managing both the dips and the funds collected. This disappointed villagers which further discouraged cattle keepers to bring their cattle for dipping.

Role Played by District Leadership to Promote Cattle Dipping

The contribution of Livestock products to national Growth Domestic Product (GDP) was 5.9% in 2006 (DED, 2008). The government directive requires 15% of income from livestock products to be set aside for development projects for livestock. Asked on what the district officials were doing to ensure that cattle dipping becomes a sustainable activity, it was found out that, funds for livestock development in the district was not there; it was also found out that, the acaricides required to be sold at subsidized price was not done and that the district had not taken the trouble to make follow up of the problems leading to the project collapse. It can therefore, be stated that, the role played by the district leadership was not sufficient to facilitate cattle dipping to be successful.

CONCLUSION

In the O and OD planning approach, community members are involved in the identification of their needs and participate in planning and implementation of their development projects.

However, the implementation was not done as expected, as cattle keepers did not take their cattle for dipping. A project became a failure. Various reasons for the

failure were revealed. These included long walking distance, poor dip management by village dip management committee, ineffectiveness of chemicals used and dip fund mismanagement.

The district seemed to have liked the O and OD approach of planning. However, the implementation of the project basing on O and OD was not effected due to poor facilitation from the district leadership, lack of sufficient education and skills, lack of guiding regulations for effective implementation of their projects and lack of close monitoring of project implementation at village level by the district leadership.

RECOMMENDATIONS

The O and OD planning approach should be emphasized and be applied in all community development projects because community members are fully involved in the identification of their development priorities, planning and implementation. This creates a sense of ownership to the projects, thus ensuring effectiveness and sustainability of projects as is also emphasized by Swai et al. (2005) in their research findings in Maasai land.

It is also recommended that, education on the importance of participation of community members in the whole process of development plans and implementation is necessary and it should be done continuously.

The district leaders should ensure cattle dipping is sustained. A close follow-up the plan implementation should be made to ensure all cattle are taken to dips in order to minimize the unsafe spraying of cattle at home. This, therefore, demands increased manpower to ensure there is effective monitoring of community development project implementation. It also recommends for increased number of dips to reduce walking distances.

The district leadership- together with the local leaders, should designate stock routes to be used by cattle while taking them for dipping to avoid crop destruction in farms and by laws should be established to ensure the stock routes are maintained.

Dip management should be done by the community. Members of the community should be trained on how to manage their projects. Therefore, the district leadership should ensure that all members of project management committees for O and OD projects, are trained adequately to build their capacities in order to facilitate them to manage the projects effectively. As Sakala (2004) said, O and OD planning approach ensures project managers are well trained to build capacities for them to manage their projects in order to achieve sustainable community.

development. On the funds, likewise, local leaders should be trained to get skills in fund management and district leadership to monitor funds expenditure.

All in all it is highly recommended that, the O and OD planning approach be applied in all development project implementation in all the country and elsewhere.

This is because the approach engages community members in identifying their development needs, plan and implement projects. This approach enables members to gain knowledge and skills, understand the process, and build capacities of community members for progress of their places.

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