

Evaluation of Integrated Community Based Participatory Planning in Tigray Region, Ethiopia (RFP-ETH-2011-118)



Final Report

January 2012



Mekelle University



Bureau of Planning
and Finance



Institute of Environment, Gender and Development Studies
(IEGDS)

Mekelle University, P.O. Box 231, Tigray, Ethiopia

Tel: +251344410974; Fax: 251344409304

Email: fetien.abay@yahoo.com; Website: www.mu.edu.et

Acknowledgments

This evaluation report was conducted to assess the implementation of Integrated Community Based Planning in Tigray region and suggest the way forward. It is conducted in 16 tabias in four sample woredas. Several people have been involved in conducting the evaluation. We would like to express our sincere gratitude to all those who participated and assisted us in one way or another.

We would like to acknowledge the planning team of the four woredas (Kilte Awulaelo, Hawzien, Medebay Zana and Worie Leke) for organising the field visits and assisting the evaluation team. We thank them for their flexibility and the smooth roll-out of the evaluation. They had an open and constructive attitude. They wanted to learn from their experiences and this with a critical mind.

Our sincere appreciation goes to all the participants in focus group discussions held and the communities we visited not only for sharing information and their invaluable ideas about the ICBPP during a critical time of a harvesting season, but also for their heartiest cooperation during our field visits. The authors deem their heartfelt gratitude to all planning team members of the 16 tabias who took off their valuable time to discuss about the planning process in their respective tabias.

The authors also thank the Bureau of Planning and Finance for the overall facilitation and arrangements, especially Ato Araya – who has been helpful in briefing the evaluation team about ICBPP and communicating to sample woredas about our field visit. The evaluation team has also benefited from the discussions at the inception and regional workshops. We would like to thank to all participants.

Abbreviations and acronyms

BOFED: Bureau of Finance and Economic Development
BOLSA: Bureau Of Labour and Social Affairs
CSA: Central Statistics Authority
CSO: Civil Society Organization
DA's: Development Agents
DLDP: District Level Decentralization Program
EPRDF: Ethiopian People's Revolutionary Democratic Front
ETB: Ethiopian birr (currency)
FCA: Four Cell Analysis
FDRE: Federal Democratic Republic of Ethiopia
GTP: Growth Transformation Plan
HH: House Holds
IEGDS: Institute of Environment Gender and development Studies
ICBPP: Integrated Community Based Participatory Planning
MOFED: Ministry of Finance and Economic Development
MOU: Memorandum Of Understanding
NGO: None Governmental Organization
SNNR: Southern Nations and Nationalities Region
TOT: Training Of Trainers
UN: United Nations
UNICEF: United Nations Children's Fund

Table of Contents

Acknowledgments.....	2
1. Introduction.....	14
1.1. Background.....	14
1.2 ICBPP in Tigray.....	15
2. Description of the evaluation woredas and tabias.....	18
2.1 Hawzien woreda.....	18
2.2 Kilte Awlaelo wereda.....	18
2.3 Medebay zana.....	19
2.4 Worie Leke woreda.....	19
3. Methodology.....	21
3.1 Extensive review of the secondary data.....	21
3.2 Primary data.....	21
3.2.1 Open-ended stakeholder interviews.....	21
3.2.2 Community Focus Group Discussions.....	21
3.2.3 Field level observations.....	22
4. Findings.....	23
4.3. Effectiveness of ICBPP.....	26
4.3 Efficiency of ICBPP.....	41
4.4 Impact of ICBPP.....	46
4.4.1 Process impact.....	46
4.4.2 Social impact of ICBPP.....	47
4.5 Sustainability of ICBPP.....	48
6. Way forward.....	49
8. Appendices.....	54

List of tables

Table 1: Overall timeline and achievements for ICBPP Program in Tigray	16
Table 2 Variations in planning process among Study Tabias-----	24
Table 3 Current versus Previous planning processes	25
Table 4 SWOT Analysis of Plan Quality for 2011 in Selected Tabias of the Pilot Weredas	31
Table 5 SWOT Analysis of Plan Quality for 2011 in Selected Tabias of the Scale up Woredas	32
Table 6 Examples of Plan versus Achievement for Selected Activities, Model Tabia MayQuiha, wereda Kilde Awlalo.....	34
Table 7 Examples of Plan versus Achievement for Selected Activities, model tabia Debrebrhan, woreda Hawzien.....	35
Table 8 Examples of Plan versus Achievement for Selected Activities, Woreda Worei lekhe, 2010..	35
Table 9 Analysis of Production and Needs in Tabia Debrebrhan	38
Table 11 ICBPP Training by number, composition of trainees and Duration	44
Table 12 Distribution of ICBPP cost by year.....	45
Table 13 Total Cost of ICBPP by Woreda and Year.....	45
Table 14 Breakdown of Total Cost (2004-2011).....	46

List of Figures

Figure 1 ICBPP Process at Limeat Gujile, Tabia and Wereda level	20
Figure 2 Map Showing ICBPP Intervention and Study Tabias	23
Figure 3 Mrs Aberash, Director of May-kinetal School showing Top ten students books & "O" class child showing her skill of writing	27
Figure 4 Effective Community Site selection (a) Versus Site selected by Outsiders	47
Figure 5 Water Point prepared by self Help Group of W/ro Temnit	48

List of Appendices

Appendix 1 List of Documents Consulted.....	54
Appendix 2 List of Planning Experts by Job Title, Academic, Experience and ICBPP Training	55
Appendix 3 ICBPP Training by number, composition of trainees and Duration.....	56
Appendix 4 List of Participating District Level Stakeholders and Experts by Study Woreda.....	57
Appendix 5 List of the Community focus group Discussions by Wereda.....	58
Appendix 6 List of Tabia Planning Committee by study Tabias and Woreda	60

Terminologies and definitions

Development agents: Agents who technically supervise and assist farmers at tabia level

Health extension workers: health extension workers responsible for household level health promotion

Interface: agreement made by experts within the sector in which one expert is responsible for cross sectoral follow up.

Kushet: sub-tabia

Limeat Guile: a group of 25-30 neighbours grouped for similar objective

Networks: the smallest group within the development group. Net work consists of 1 leader for 5 individuals

Women's association: an independent organization promoting women and their development, having a structure from the regional to the grass-root level

Women's affairs: a government structure responsible for women's issues

Woreda: an administrative unit below region/district

Tabia: the lowest administration unit, below woreda

Team charter: multi sectoral collaboration

Executive summary

Background and approach

The principal influence on the development of planning systems in the last ten years has been the move towards decentralization undertaken by the government of Ethiopia. New approaches to planning have been developed in response to the decentralization program.

As part of its development agenda UN has supported governments and various sectors in Ethiopia in strengthening community participations in the decentralized planning processes. This support is in line with the Growth Transformation Plan (GTP) of the government of Ethiopia which reaffirms for the need for major effort to mobilize and capture local and community input in to the decision making process.

The regional state of Tigray was interested to enhance community participation in the development process of the region. Since 2006, the Tigray BOFED in collaboration with UNICEF has been operationalizing ICBPP process through manual development, translation in to local language, support in training and orientation of the key actors from the region to the woreda levels in participatory planning process.

This has been taken as a model to be replicated within the region and in different regions of the country. The program was tested in two tabias (Tashi and Mariam Meko) in woreda Sehareti Samre. It was interrupted for two years before it was piloted in two woredas (Kileteawelaelo and Hawzen) for a year in 2009 and afterwards scaled out to all over the Tigray in two years time.

Considering the great interest of other regions (the four DRS, SNNR, Oromia and Amhara) in introducing this new institutional and administrative system and learn from the experience in Tigray, UNICEF wants to continue scaling up the support for ICBPP. However, the functionality and impact of the program has to be studied. That is why; UNICEF is dedicated to organize this ICBPP evaluation.

The main objectives of this evaluation according to the TOR are to examine the functionality, applicability and replicability of ICBPP processes and outcomes using the standard DAC criteria of Relevance, Effectiveness, Efficiency, Impact and Sustainability. Reviewing of planning and related documents, in-depth key informant interview, semi structured individual and focus group interview, interview for different sectors were the main approaches exerted during the evaluation.

Principal findings

Process

Woreda level planning: the woreda-level is the meeting ground for directions coming from the top and visions and desires coming from the bottom. Woreda sectors prepare sectoral plans based on benchmarks coming from above (region) and information collected from below (tabias). Though certain level of flexibility is there, most of the times guiding targets coming from above are influential and accepted as they are which in turn creates pressure on tabias on accepting them.

Tabia level planning: Currently, tabia level plans are holistic and drafted by tabia planning committee in collaboration with community representatives (individuals or *limeat gujiles*), afterwards the plan committee discusses it with the community and then the tabia council approves the plan. The community participation however is stronger in the implementation of the plans than in idea initiation. They have less decision power on making basic changes on the main targets.

Relevance

Regional level: ICBPP as a planning tool is relevant to the development priorities set out in the GTP of Ethiopia, and the GTP of the Tigray region,

Woreda level: ICBPP enhanced the level of integration among different sectors and bureaus.

Tabia level: ICBPP facilitated the process of building the problem-solving abilities and sense of ownership of the community.

Individual households: ICBPP enabled individuals to challenge development agents, asking the relevant way of rising productivity and demanding different development packages that they believe is appropriate.

Effectiveness

Quality of planning before and after ICBPP

Unlike the previous times, currently, Tabias have their own holistic plans compiled by tabia managers. Since 2010/11, tabias are even having their own strategic plans (2010/11-2015/16) which did not exist before. Though there is a capacity difference in the tabias, standard formats are used in developing both yearly and strategic plans.

Even if local problems are well identified with the involvement of the community, bench marks set at the higher level (region) usually are influential and get great attention during the implementation. Practically, this is not encouraging individuals to explore their innovative capacities and potentials in utilizing the locally available resources in the planning process. Moreover, development agents are not geared towards the utilization of their local knowledge and experience for area specific planning.

The evaluation of plan documents at tabia levels also clearly showed that there is significant variation in the quality of plans mainly caused by the understanding gaps on community participation. The increasing proportion of staff turnover has great contribution for these differences.

Although difficult to conclude, it was observed that communities in the pilot woredas have better understanding and involvement in the planning process than the scale-up woredas. The plan documents of model tabias in the pilot woredas (Kilte Awulaelo and Hawzien) are more comprehensive compared to the other model tabias in the scale up woredas. It was also observed that plans are more comprehensive in woredas that organized refresher training than not.

Activity driven vs result driven planning

Generally speaking the introduction of such planning system is commendable, but in practical terms, the plans are more of activity driven than result driven. The planning seems to lack focus towards specific and defined outcomes. Moreover, specific activity plans have been subjected to significant fluctuations in implementation rate due to expected and unexpected natural shocks.

Monitoring and evaluation

In the last two years, the quality of reporting has improved and great emphasis has been placed on producing narrative reports. Tabia activity reports are delivered to administration/capacity building offices at woreda level. However, the woreda Plan and Finance offices are not receiving the plans

directly from the tabias. This might overlook the accountability and responsibility of the planning office.

Woredas carry out the day to day follow up through the memorandum of understanding as a team charter (multiple sectoral collaboration and interface agreement) in which one expert is responsible for cross-sectoral follow up. However women issues, such as justice and equality have been neglected from the follow up, over looked in the MoU and, even if included, it was never treated as a priority agenda. Moreover, as stakeholders in the planning, a mechanism is missing for the community to get feedback.

Community participation and ownership

The advent of IBPP served to place communities into the local development planning processes, unlike in the past when the responsibility was hinged at best at woreda level. The organization of the local planning committee at tabia level includes different sections of the community to work together with the planning team mainly in identifying and prioritizing problems. With regard to the approach of participation, most of the tabias use *Limeat gujile* level while others like Woreileke uses still the former lower level structure, kushet. In all cases there are encouraging signs of community participation in the planning process. The communities are aware of the development programs implemented in their area, help to discuss on them and share different experiences.

In general however, while the process includes certain level of participation, the planning methodology employed seems to be more of a “local top-down” approach rather than a truly participatory one. In many instances, participation is used only as a means of extracting information from the community, rather than as a vehicle for involving local people in decision-making.

Participation of women and other vulnerable groups

The evaluators assessed some good indications of incorporation of the issues of women and other vulnerable groups in the overall development endeavours due to ICBPP. With regard to the participation of women in the planning process, the evaluators found mixed results. On the one hand, unlike the previous times, women - especially female headed households - get the opportunity to participate in the planning meetings either in their kushet or through their development groups and networks. On the other hand, women are underrepresented during plan discussions and their voices are not heard enough during decision and voting. The same holds true for female and male youth

Stakeholder's involvement in the planning process

Although there are attempts to involve locally operating NGOs in the planning process through logistical support, their level of involvement is thin at best. Not all NGO's involve the community during project planning, prioritization and site selection. The evaluators also noticed a gap in integrating the views and concerns of the locally emerging cooperatives in the planning process.

Efficiency

The efficiency evaluation couldn't provide detailed economic and financial analysis of the ICBPP program as it is too early to make such analysis. The main emphasis was to identify how well the program has been implemented during the planning process.

Manuals

The ICBPP manual presented both in a consolidated form (the mother document) and for the separate major sectors (focus areas) were prepared within the required depth. The evaluators observed no comment at woreda level, but at tabia level, simplifying and visualizing the manual would be necessary.

There were instances of late arrival of the manuals in some tabias and in others they were completely missing when tabia managers change. The problem becomes more serious when a newly appointed tabia manager had neither practical experiences of participatory planning nor did he/she attend training before. In view of the fast turnover of tabia managers, this becomes a serious problem to institutionalize and sustainably use the participatory tools while integrated community based plans are prepared.

Capacity Building

The initial ToT given for a total of 322 trainees drawn from all the 46 woredas of the region (from both pilot and scale up) and tabia level training organized by the ToT themselves was fundamental and shows the strength of the ICBPP for its efficient organization. However, the evaluators felt that the duration of the training at both woreda and tabia levels might not be enough for the experts and the tabia-level planning team to grasp the principles and methodologies of ICBPP within such short period of time. Moreover, it would have been good if the training was supported by practical field exercise.

Financial cost

An average of ETB 18,589.90 per year per woreda was required to implement the ICBPP over the last seven years. However, considering the actual implementation of the program at pilot level in 2009, the cost is much higher. It averaged at ETB 32, 553.70 per year per woreda. Taking a classification of costs into pre-implementation, implementation and maintenance costs, most of the cost is for implementation as is normally expected. However, the pre-implementation cost is also significant. It is even higher than the maintenance cost incurred so far. The slow start of the program with some interruption might have contributed to such a relatively high pre-implementation cost.

The maintenance cost is an important aspect of the cost that requires a focus if the implementation of the ICBPP is to be sustainable. The maintenance cost over the last two years (2010 and 2011) amounted to over one million birr. Considering the additional budget support given to four woredas for refresher training and experience sharing as a rough approximation of maintenance cost, it can be said that an average of ETB 60,000 annually may be required per woreda to enhance implementation of ICBPP in Tigray region.

Technical support

The implementation of the ICBPP in the pilot woredas was not evaluated before the expansion of the program to all the other woredas. While BOFED organized the scale up to other woredas, there were no lessons shared. The role of BOFED seems mainly limited to distributing resources and organizing experience sharing without any significant technical backstopping service.

Impact

Process impact

At the village level, ICBPP is playing an important role in creating awareness, making use of plans to undertake different activities in different seasons (agriculture in rainy season and off-farm activities in the off-season). The effects on building social cohesion are really quite encouraging.

The social impact

Through the existing organisational structures, neighbouring farmers have the chance to discuss on their planning and experiences, success and failure stories. ICBPP enhances social ties, facilitates day-to-day discussions with their group and network members. The tool facilitated the formation of equib or tone tine and helping each other.

Sustainability

The evaluation team considered the newly established community organizations of grouping and networking as an opportunity and potential for the continuity of the ICBPP. But to guarantee the organizational sustainability the group leaders and members should be targeted towards leadership training, including planning. The tabia managers are well organised, have good leadership skills and dispose of sufficient managerial skills to continue the program. However, the sustainability of ICBPP depends on the proper implementation of the plan and on the level of involvement of the stakeholders, which is not always very deep for the moment. There are gaps on technical back up and follow up trainings from above.

Conclusion

The commitment and interest reflected at lower levels especially at the community and tabia levels is an important asset to capitalize for a full operationalization of the program. However, such commitments and high level interests are circumscribed by capacity (both technical and financial) limitations. The increasing staffing of the tabia planning committee by people who did not take training about participatory planning is jeopardizing the use of participatory planning tools in the planning process. The absence of a strong monitoring and follow up mechanism, and technical support from the region hampers a sustainable implementation of the program. Though, high level interest, ICBPP is not yet internalized at regional sectors and policy maker levels.

Way forward

The commitment and interest reflected at lower levels especially at the community and tabia levels is an important asset to capitalize for a full operationalization of the program. However, such commitments and high level interests are circumscribed by capacity (both technical and financial) limitations. Based on the findings, the evaluation team strongly recommends that the ICBPP as a planning tool is vital for the full realization of development activities at the community level and hence its operationalization has to be sustainably carried out in the region.

On capacity building

In spite of the trainings organized at different levels through the ICBPP program, there is need to appreciate that institutional and human resource capacity building is not a one-off process and that support will be needed over the long term. This capacity building process has to be institutionalized and be considered as part of the overall capacity building process of the regional government. ICBPP strongly guides participation of the poor and vulnerable in the planning processes. But, the evaluators observed women and the vulnerable under represented during decisions and votes. Such

gaps were created due to the low level of awareness in mainstreaming gender at all levels. This gaps can be filled through incorporating gender training as part and parcel of the capacity building process and designing a special strategy in addressing their under representation to the level of deciding their numbers in the decision process

On the use of local level institutions:

The existence of local level groups such as *limeat gujile* (development group) at the lower level is a fertile ground to bring the planning process to the bottom level possible. However, serious technical capacity limitation is observed in the development group leaders. The evaluators recommend highly that the capacity building process has to go down to the development group level. This group groups should also be be targeted in leadership training.

On Institutionalization

The regional steering committee has been non-existent during the implementation process. This has created a gap in formulating a proper follow up of the implementation and further refinements in the process. Strengthening and institutionalizing the regional steering committee is highly necessary to advance the course of the ICBPP in the region.

On networking and partnership:

The Intervention of ICBPP should be linked up with its publicity and ongoing promotion. The evaluation team suggests visibility of the ICBPP in terms of displaying success stories and call for partnership not only for using potentials but also for addressing challenges.

On planning process:

There should be a mechanism for the establishment and/or strengthening of institutional mechanisms for data collection and documentation, entry, analysis and dissemination mechanisms to support decision making processes, especially at lower levels. Furthermore, ensuring linkages for integrating tabia level plans with woreda and regional level plans is a fundamental issue that would ensure community action plans meaningfully inform policy making at higher levels. Plans prepared at tabia level and woreda level is more inclined to being activity based. But following the priorities and objectives of the ICBPP, these need to be outcomes focused and strengths based. This sets the basis for organisational and individual performance assessment, and allows for regular review and planning revision.

On establishing system for monitoring and evaluation

Beyond the traditional menu of interventions, effective operationlisation of the ICBPP requires for institutionalization of robust monitoring and evaluation system. This could be done using participatory monitoring techniques that involve the community both in developing and tracking indicators. To ensure the common accountability of community and local administrations, there should be a mechanism in which communities get feedback on the performances of the planned activities through reporting and regular monitoring which is not the case now.

On promotion of locally relevant packages:

As it has been witnessed up, community participation has improved after introduction of ICBPP mainly tabia level planning of service provision activities. However strong top down influence and less flexibility on the regionally/nationally defined benchmarks has been observed at HH level planning which needs further attention. Ensuring the introduction of locally relevant packages with

demonstrated field testing is therefore critical to overcoming the shortcomings of common package interventions particularly in food insecure or low productivity areas. Moreover, DAs with knowledge of local needs and practices should be empowered to help in formulate relevant, area-specific planning.

Ensuring the participation of poor women and vulnerable

In almost all of the visited tabias, the proportion of female headed families is reaching above 35%. The evaluation team believed that this issue has to be addressed in a separate study. However if poor women and vulnerable have to participate fully in the planning process, it should be coupled with a livelihood special strategies and support programs. None governmental organizations can greatly fill this kind of budgetary gaps.

Expansion to other regions

Despite some slight differences that can occur from region to region in terms of, commitment, functionality of local level institutions, and cultural practices etc, it is believed that the good lessons learnt from the experience of implementation of the ICBPP in Tigray could be strong building blocks for an efficient and effective expansion of the program to other regions of the country. All the concerns raised and suggestions made about the implementation of ICBPP in Tigray are important points that require close scrutiny in expanding the program to other regions.

1. Introduction

As a part of its joint development agenda to help accelerate development in the regional states in Ethiopia, the UN is supporting governments and various sectors in Ethiopia in strengthening community participation in the decentralized planning process. With the support of UNICEF, the Regional State of Tigray has introduced an Integrated Community Based Participatory Planning (ICBPP) to enhance community participation in the development process and make communities the prime beneficiaries of development endeavors.

The program, which is coordinated by the Bureau of Planning and Finance, is taken as a model to be replicated within the region and in different regions of the country. The community based participatory manual developed by the support of UNICEF is taken as a milestone for the implementation of the program. The manual and the methodology have been tested in two sample woredas and improved to adapt to local condition. The program was first implemented in two woredas in 2008 and in two years time, it was scaled up to all woredas in the region.

There is great interest to institutionalize and sustainably run the program in the region and expand it to other regions of the country. However, the functionality and impact of the program has to be studied and evaluated before scaling up the program to other regions.

The purpose of this evaluation is to assess the relevance, effectiveness, efficiency, impact and sustainability of the program and suggest the way forward.

The report begins with a description of the background information and the study areas. Subsequent sections outline the evaluation objectives, methods, and key findings. The report finishes with a set of conclusions and recommendations relevant to improvements in the ICBPP in the Tigray region and suggestions of expanding it to other regions in the country

1.1. Background

In the quest to achieve national development goals including the MDGs, there is increasing recognition that this could only happen when the goals are translated into actions at the sub-national levels and by active involvement of local actors. This is possible through decentralization, i.e., transferring responsibilities of the state to lower tiers of government. Such transfer of power is believed to bring not only political stability and contribute to democratic governance, but also improve service delivery and attain equity. In view of this, the current government of Ethiopia has ushered in a decentralized system of governance. The decentralization drive in Ethiopia has proceeded in two phases. The first wave of decentralization (1991-2001) which is often viewed as mid-level decentralization was centred on creating and empowering National/Regional Governments. Despite the significant achievements registered in local governance and regional self-rule as a result of this decentralization, it was not capable of bringing genuine self-rule particularly at lower level of administration where governance and decentralization matter most. This has prompted the Central Government to take an initiative to further devolve powers and responsibilities to the woredas in 2001 through District Level Decentralization Program (DLDP). The 2001 woreda decentralization policy provided woreda administrations the legal, institutional and financial basis for managing local development.

Pertinent to the commitment of the central government to the principles of decentralization with devolution of power to regional and woreda level governments so as to promote democratization and meaningful participation; the national regional State of Tigray has been practicing District Level Decentralization and Democratization process. The major objective of the decentralization program includes meeting the needs and aspirations of the region's poor people for deepening the process of democratization, good governance, and overall poverty reduction. This in turn brought about renewed attention to planning for local development, which is output and impact oriented and linked to the national level policies and budget processes.

The Growth and Transformation Plan (GTP) reaffirms the need for major efforts to be made to mobilize and capture local and community input into the decision making process. It further confirms that participatory structures for planning, monitoring, and review will be established at the woreda and kebele/tabia levels. This calls for the need to build a systems to link village/sub-kebele, tabia/kebele, woreda and regional planning, evaluation, and implementation of development activities, i.e., for integrated community based participatory planning (ICBPP).

Community Based Planning is a planning at grass root level, at a group, focus group or village (tabia) level. It is a process involving community in a gender balanced manner. In community based planning, the village or community is a focal point and the residents are the actors and beneficiaries of the planning process. The role of government officials at tabia and woreda levels normally is to facilitate and coordinate the process. Community based planning is a planning methodology that emphasizes debate, negotiation and conflict resolution. Participation presupposes a proactive capacity and willingness to negotiate and debate throughout the planning process.

Overall, participation means empowerment, or giving each person a say in decisions concerning their lives. It is a useful instrument or tool, for promoting social justice, equity and democracy. When participation is an end in itself, it becomes a process rather than a fixed goal. Integrated community planning promotes inter-sectoral collaboration and team spirit, minimizes duplication of activities and time wastage, facilitates sharing of experiences, and, maximizes optimal use of scarce resources.

Given the utmost necessity of community participation in the development process felt as a result of decentralization, the regional state of Tigray approached UNICEF for the operationalization of ICBPP. The implementation of the program started on two woredas in two waves in two years of time. This evaluation was carried out from October to December 2011 in 16 villages in four selected sample woredas (described in area description).

1.2 ICBPP in Tigray

The principal influence on the development of planning systems in the last ten years has been the move towards decentralisation undertaken by many developing country governments. New approaches to planning have been developed in response to the decentralization agenda. The scope of planning has expanded and it is increasingly believed to play an important role in creating an enabling environment for local communities to participate in development decisions and activities. The regional state of Tigray was interested to enhance community participation in the development process of the region. The Bureau of Planning and Finance wanted to introduce an integrated participatory community based planning tool for enhancing local level planning known as Integrated Community Based Participatory Planning (ICBPP). The Tigray Region Bureau of Planning and Finance in collaboration with UNICEF to operationalize ICBPP process through support in training and orientation of the key actors from the region to the woreda levels in participatory planning process. A regional core team was established. A core planning methodology and a generic

manual was developed. The manual and the methodology were tested in two pilot tabias in woreda Seharti Samre and were further enriched from the pilot test. The manual was translated into the local language. Table 1 shows the timeline of the ICBPP process in Tigray.

Table 1: Overall timeline and achievements for ICBPP Program in Tigray

Year	Achievements
2005	BOFED requested UNICEF to support the operationalization of ICBPP
2005	Study tour to Tanzania was made by a team drawn from BOFED, BOLSA, Bureau of Capacity Building and UNICEF
2005	Regional core team with 25 members established
2006	Pilot test conducted in woreda Seharti Samre in two selected tabias – Tashi and Mariam Meko
2006	ICBPP manuals adapted to local conditions and translated to local language
2006	TOT was given to more than 30 selected regional and Seharti Samre woreda experts
2007	BOFED endorsed implementation of the program
2009	Training of Trainers was given to more than 226 experts drawn from the 46 woredas of the region
2009 – 2010	1524 Integrated Community Based Participatory Planning Manual Distributed for 762 Tabias as planning tool in the Region
2009 (July)	Training of tabia level development agents in two selected woredas - Hawzien and Kilte Awulaelo
2009	Tabia level planning process starts in Hawzen and Kilte Awlaelo using ICBPP methodology
2010	Training of tabia level development agents in 25 scale-up woredas
2010	Tabia level planning process starts in 25 scale up woredas using ICBPP methodology
2010	Experience sharing: 125 Planning coordinators, planning experts and data analysts drawn from 46 woredas of the region visited two model tabias – Maykuha and Debrebrhan.
2010	Refresher course: 68 Planning experts drawn from all 46 woredas of the region were given refresher training for four days
2011	Training of tabia level development agents in 19 scale-up woredas

2011	Tabia level planning process starts in 19 scale up woredas using ICBPP methodology
------	--

1.3 Objectives of the ICBPP evaluation

The objectives of the evaluation as specified in the TOR are to evaluate the overall ICBPP processes and outcomes at the regional, woreda and tabia levels using the standard DAC criteria of relevance, effectiveness, efficiency, impact and sustainability. A detailed examination has been undertaken at the role-out of ICBPP and its potential to help in refining the regional development plans in the four woredas (two pilot and two scale up) in Tigray. In general the objectives focus on the following:

- Examine the relevance and functionality of ICBPP strategy in supporting the GTP goal of establishing genuine links between community, tabia, woreda and regional development processes and accountabilities for development between the administrative levels
- Examine the efficiency with which ICBPP has been rolled-out in the pilot tabias and woredas and how the scale-up to the other tabias has worked
- Examine the effectiveness with which ICBPP has reached its goal of strengthening community self-government through delegation of power and partnership between the community and local government
- Examine the impact that ICBPP has had on the quality of development plans at Tabia and woreda level, including the quality of sector planning, resource allocation and program implementation and the ability of sectors to respond to local development needs and priorities
- Examine the replicability and sustainability of ICBPP as a tool for development planning
- Propose way forward for institutionalizing ICBPP in the region and scale up in to other regions

Evaluation Team

The team that executed the evaluation was composed of

1. Fetien Abay (PhD): director of IEGDS, Mekelle University- as team leader
2. Fredu Nega (PhD): Mekelle University
3. Sintayoh Fisseha (PhD): Mekelle University
4. Beyene Tedla(Msc): Mekelle University
5. Roman Moges: Freelance Consultant

2. Description of the evaluation woredas and tabias

The ICBPP evaluation has been undertaken in four woredas of the Tigray region. The first two woredas, Kilde Awlaelo and Hawzien woredas are pilot; while the remaining two woredas, Medebay zana and Worie leke are scale up woredas. The description of each one of the woredas is given below.

2.1 Hawzien woreda

Hawzen, one of the 46 woredas in the Tigray Region, is bordered on the south by kilte awlaelo woreda, on the west by the Central Zone, on the north by Ganta Afeshum, and on the east by Saesi Tsaedaemba. The western portion of this woreda covers a region of northern Ethiopia known as Gar'alta. As described by Philip Briggs, the Gar'alta is "a fantastic spaghetti-western landscape of flat dry plains and towering rock outcrops" best known for its "35-odd rock-hewn churches, the largest concentration anywhere in Ethiopia. There are several local monolithic churches in this woreda. These include: Hawzen Tekle Haymanot (near Hawzen town); Abuna Yemata Guh and Debre Maryam Qorqor (near Megab); and Dugem Selassie, Abuna Abraham Debre Tsion and Yohannes Maikudi (near the village of Dugem). Based on the 2007 national census conducted by the Central Statistical Agency of Ethiopia (CSA), this woreda has a total population of 117,954, an increase of 26.42% over the 1994 census, of whom 56,415 are men and 61,539 women; 7,553 or 6.40% are urban inhabitants. With an area of 1,892.69 square kilometers, Hawzen has a population density of 62.32, which is greater than the Zone average of 56.93 persons per square kilometer. A total of 25,067 households were counted in this woreda, resulting in an average of 4.71 persons to a household, and 24,105 housing units. According to the Tigray baseline socioeconomic survey conducted in 2011, the average landholding in the woreda is 3.41 *tsimad* per household and the average family size is 5.67 (TBSS, 2011). The sample tabias that has been evaluated are Debre birhan, koraro, shelewa, and Hatset. In this woreda, growing numbers of tourists are attracted to the unique landscapes, scenic beauty, culture, and history, that the Gheralta mountain destinations offer. We noticed visitors are interested in interacting with local people, experiencing elements of local lifestyles, crafts, food/drink and visiting cultural and historical sites.

2.2 Kilde Awlaelo woreda

Kilde Awlaelo Woreda, is located in the eastern Administrative Zone of Tigray Regional State, the woredas is bordered on the south by the Southern Zone, on the west by the Central) Zone, on the north by Hawzen, and on the east by Atsbi Wenberta. Wukro is the main city of the woreda. Other towns in the woreda include Agula, Tsigereda and Negash. The capital town of the district, Wukro is situated at 45 km. East of Mekelle. The district is administratively classified in to 18 tabias - the smallest administrative unit below the Woreda level. It has a total population of 99,688 with 95 percent living in rural and only 5 percent live in urban (CSA, 2008). According to the Tigray baseline socioeconomic survey conducted in 2011, the average landholding is 3.41 *tsimad* per household and the average family size is 5.22. Crops are the main sources of food and livestock such as cattle and small ruminants play important role in income earnings. The major crops grown include wheat, barley and teff.

Recently archeological surveys at the village of Aynalem has recovered Sabaeen inscriptions, an obelisk carved from stone, rocks shaped to resemble Egyptian pyramids, and ancient metal utensils in an area which has been left uncultivated due to religious beliefs. According to some scientist and geologists these artifacts are dated to "a time of 200 years before birth of Christ, as none of the antiquities have sign of cross on them. There are several local monolithic churches in this woreda. These include Wukro Chirkos (at the edge of Wukro town), Abreha we Atsbeha, and Minda'e Mikael. The village of Negash, widely believed to be the first Muslim settlement in Africa, is also an important local landmark. The tabias that have been evaluated from this woreda are Gule, Mayquiha, Tsaeda Naele and Kihen.

2.3 Medebay zana

Part of the western zone, Medebay Zana is bordered on the south by the Tekezé River which separates Tahtay Adiyabo from Tselemti, on the southwest by Asigede Tsimbela, on the northwest by Tahtay Koraro on the north by La'ilay Adiyabo, and on the east by the Central Zone. The administrative center of this woreda is Seleh Leha; other towns in Medebay Zana include Debre Kerbe. Based on the 2007 national census conducted by the Central Statistical Agency of Ethiopia (CSA), this woreda has a total population of 125,028, an increase of 97,237 over the 1994 census, of whom 61,977 are men and 63,051 women; 10,526 or 8.42% are urban inhabitants. With an area of 2,685.12 square kilometers, Medebay Zana has a population density of 46.56 people per square kilometer, which is greater than the Zone average of 40.21. A total of 27,689 households were counted in this woreda, resulting in an average of 4.52 persons to a household, and 26,918 housing units. According to the Tigray baseline socioeconomic survey conducted in 2011, the average landholding is 3.77 *tsimad* per household and the average family size is 5.94. The sample tabias evaluated in this woreda are selek lekha town, Lemaat(Kimalo), Adi gieshti, and Hakfen(Emba Tsiedi).

2.4 Worie Leke woreda

Werie Lehe is bordered on the south by the Wari River which separates it from Kola Tembien, on the southwest by Naeder Adet, on the west by La'ilay Maychew, on the north by Adwa, on the northeast by Enticho, and on the east by the Eastern Zone. The administrative center of this woreda is Edaga Arbi; other towns in Werie Lehe include Maykinetal, and Nebelet. Based on the 2007 national census conducted by the Central Statistical Agency of Ethiopia (CSA), this woreda has a total population of 146,104, an increase of 32.06% over the 1994 census, of whom 71,659 are men and 74,445 women; 16,525 or 11.31% are urban inhabitants. With an area of 2,360.17 square kilometers, Werie Lehe has a population density of 61.90, which is greater than the Zone average of 56.29 persons per square kilometer. A total of 32,591 households were counted in this woreda, resulting in an average of 4.48 persons to a household, and 31,090 housing units. According to the Tigray baseline socioeconomic survey conducted in 2011, the average landholding is 3.30 *tsimad* per household and the average family size is 5.00. The well known Traditional agroforestry practices in Zongi are located in this Woreda. wereda weri-lekhe has limited access to its tabias. According to the woreda experts, there are two tabias with no access road and four tabias accessible only in the dry season. The sample tabias from this woreda are Maykinetal town, May chikante, Tseftsef and Hibret

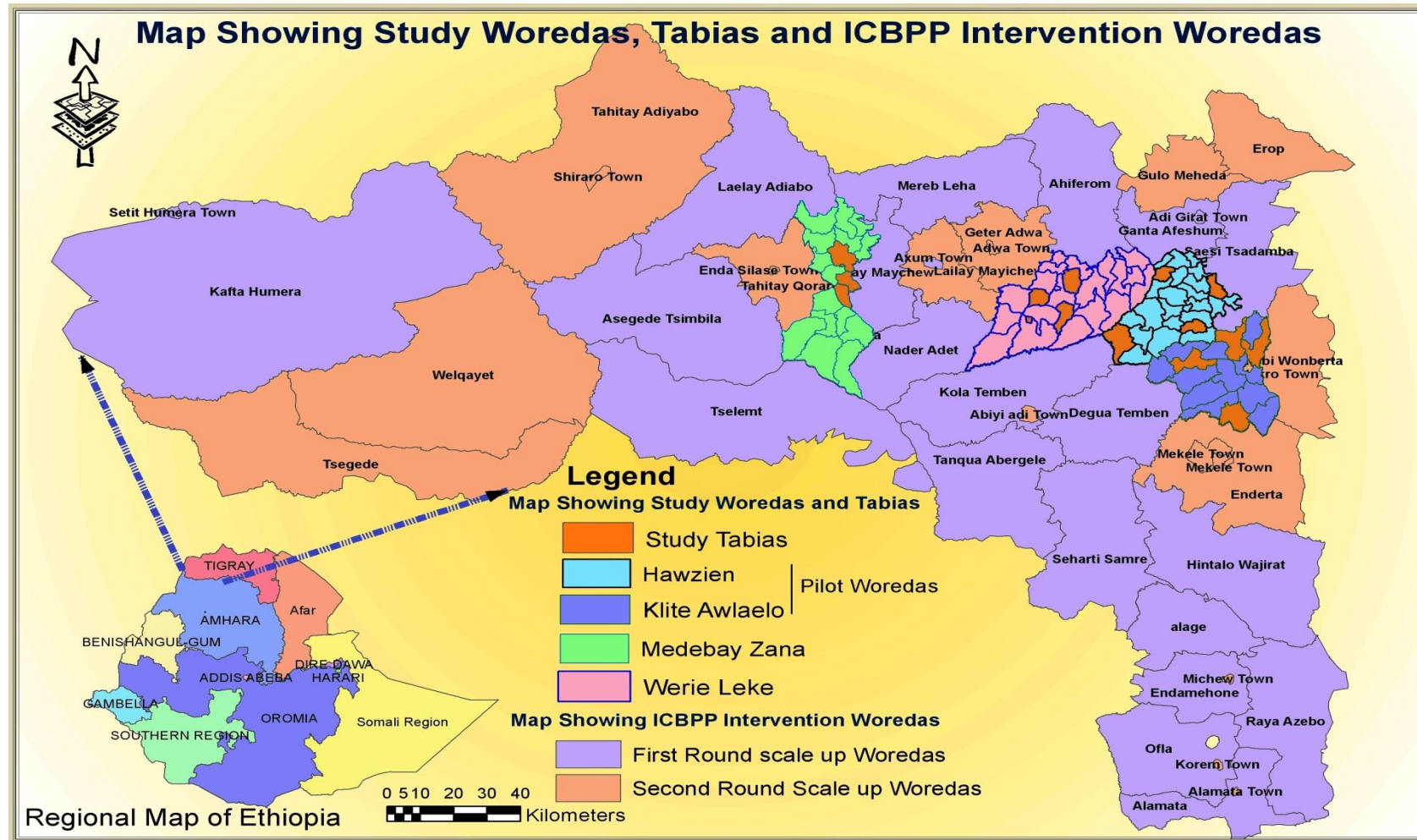


Figure 1 Map Showing Study Woredas, Tabias and ICBPP Intervention Woredas

3. Methodology

The following section details the methods used to conduct the evaluation. The preliminary briefing at the inception workshop on 18/11/2011 and the briefing by the senior expert at Bureau of Planning and Finance responsible for coordinating ICBPP at regional level provided important insights for the researchers to organize their field work. This final report reflects the input of all level of administrators, sectors and individual farmers.

3.1 Extensive review of the secondary data

To understand the quality of planning and how comprehensive plans prepared at different levels are, the team conducted an exhaustive review of the existing reports, which provided a baseline understanding and starting point for the team's work. A listing of the various reports consulted can be found in *Appendix 1*.

3.2 Primary data

Most of the data required to evaluate the implementation of ICBPP were collected from primary sources. In order to achieve the evaluation objectives, a mixed methods approach to data collection was employed. The team utilized three types of research instruments:

3.2.1 Open-ended stakeholder interviews

In-depth key informant interviews were conducted, as well as semi-structured face-to-face individual and group interviews with a range of internal and external stakeholders: BOFED, Women Affairs, Women Association, BoARD, woreda-and kebele-level government staff, tabia managers, development partners, cooperatives, unions, and others participated in interviews.

Those included at the woreda level were:

- Woreda administrator and Woreda officer of Planning and Finance
- Sectoral office heads and planning experts of sectors
- Office of Water Resource, Mining and Energy (WRME)
- Office of Education
- Office of Health
- Office of Agriculture and Natural Resource Management
- Woreda Women Affairs Office and Women Association
- Locally operating NGOs

Those included at the tabia level were:

- Tabia planning team
- Tabia manager and chairman

Appendix 4 contains the complete list of participating stakeholders and experts.

3.2.2 Community Focus Group Discussions

Semi-structured focus group discussions were conducted with community representative groups, youth group, women group (of different age levels and marital status), cooperatives, and school teachers.

3.2.3 Field level observations

Observations in the field and in schools (O class, network groups) were made to visualise and enhance interactions with participants, PRA tools like venn- diagrams, transect walks; power influence and FCA (Four Cell Analysis) were applied.

A list of the community focus group discussions are attached as *Appendix 5*.

Sampling method and structure of field survey

In order to assess the overall ICBPP results and processes, it was necessary to consider two pilot and two scale up woredas. Following the TOR and the agreement at the inception workshop, four tabias were selected from each woreda. In order to document the best experiences and compare this with the performance in other tabias, one model tabia was purposively selected in each woreda and the remaining three tabias were selected randomly.

Limitations of the evaluation

There were practical limitations with regard to this evaluation which need to be considered:

- a) Time limitation (seasonal calendar): Given the time a limitation for the evaluation, the high number of meetings at different levels and the fact that it was conducted during the harvest season, some difficulty was experienced in securing the full range of farmers and stakeholders proposed by the evaluation team. As much as possible, the available time was utilised for face-to-face interviews with staff, communities and stakeholders. Despite a telephone conversation with the team leader, the evaluation team could not perform the feedback session in Medebay Zana, because the administrators and process owners were out of their woreda;
- b) Physical/infrastructure limitation: because of the lack of road access to tabias and villages, the methodological approach of random selection of villages was influenced in Worie leke woreda. As a result, on the advice of the district planners, accessible villages were identified;
- c) Limited openness to speak out observed in some villages: in these cases, care was taken to introduce research methods to address the potential problems, particularly through the use of triangulation, different visualisation and participatory techniques. Venn diagram, power influence, resource mapping and FCA (Four Cell Analysis) tools were applied.
- d) Limited availability necessary materials and documents at regional, woreda, and tabia level

In general, despite these limited constraints encountered, the evaluation team has satisfied with the information collected. Due to the mechanisms devised sufficient information was obtained to proceed with the evaluation of the ICBPP.

Following the ICBPP manual, a facilitation team called tabia planning committee consisting of 16 members (all tabia cabinet member, representatives of the three associations namely women's, farmers' and youth associations) is established at tabia level. The planning team, along with representatives of the community all together 30 to 40 people, prioritize problems, opportunities and draft tabia-level plan. In this process, however, the experience slightly differs from tabia to tabia. The various experiences are summarized in Table 2.

Table 2 Variations in planning process among Study Tabias

Some examples of Planning process in tabias	
Woreda Kiletawelaelo	
Tabia Gule	Community representatives along with tabia-level planning committee identify and prioritize problems and the planning committee draft tabia level plan. Prioritization of problems and decisions made by vote during the community representatives meeting and approved by the tabia council and announced to the whole public
Tabia Mayquiha	The tabia-level planning team distributes questionnaire to the public to identify problems and opportunities. Tabia planning team prioritizes problems and prepares tabia-level plans. Draft plan confirmed in general community meeting and revised version approved by the tabia council
Woreda Hawzen	
Tabia Koraro	The tabia-level planning team distributes questionnaire to the public to identify problems and opportunities. Tabia planning team prioritizes problems and prepares tabia-level plans
Tabia Hatset	Community is consulted after the Tabia planning committee drafts and the council approves the plan.
Woreda Medebayzana	
Tabia Adigesheti	Tabia planning committee in collaboration with <i>limeat gujile</i> initiates plan. The plan discussed with tabia Cabinet. Then plan approved by tabia council, afterward plan discussed with the community for implementation before it goes to woreda
Tabia Selekeleka (town)	Community consulted after the Tabia planning committee drafts and the council approves the plan.
Woreda Worie Leke	
Woreda Worie Leke (More or less follow similar approach in the whole woreda)	Tabia planning team members are divided into each kushet to work with kushet -level planning standing committee (8 in number). The kushet level planning committee prioritizes problems, and drafts kushet level plans At tabia-level, the tabia planning team plus kushet-level planning committee along with community representatives (30 to 40 in number) compile tabia-level plans and approved by the council

In all cases, however, the planning process begins with a review of previous plans to identify the shortcomings and achievements of previous plans; so as to correct the shortcomings and enrich the achievements in upcoming plans. *limeat gujile* and networks are the lower community groups consulted during the planning process. The evaluation team witnessed, these groups are actively participating more in the implementation of the plan than in the plan initiation. They have less decision power on making basic changes on the plan.

Once tabia-level plans are prepared, they are discussed by the tabia cabinet and enriched further. In some tabias (e.g Mayquiha), however, the compiled tabia-level plans are discussed by the public before the tabia cabinet discusses on them although community can only influence on the amount/number of the targets, not on major changes. Afterwards, the tabia council approves tabia plans and sends them to woreda. At woreda, tabia-level plans can be changed depending on resource availability and congruence of tabia plans with woreda targets. The changed tabia-level plans are returned to tabias, however it is not clear how these changes are discussed by all stakeholders at tabia level including the community.

Woreda planning process

The woreda-level is the meeting ground for directions coming from the top and visions and desires coming from the bottom. Following the block grant system, activities are also linked to their budget at this level. Sectoral technical experts prepare sectoral plans based on benchmarks coming from above and information collected from below. Although sectors evaluate the benchmarks in relation to the potentials and constraints in their area, most of the times guiding targets coming from above are influential and accepted as they are.

Once plan are prepared by technical sectoral staff, they are linked to budget by the same technical staff and office head. All compiled sectoral plans are brought together to the woreda and along with the tabia-level plans; they are compiled into a single woreda-level plan. The compiled woreda-level plan is discussed by the woreda cabinet before it is passed to woreda council for approval. Finally, the woreda-level plans are approved by the woreda council. The issue here is the capacity at the woreda Planning and Finance office to consolidate tabia plans with sectoral plans in the compiled woreda level plan.

How current planning process differs from previous planning processes

The current planning process is different from previous planning processes in a number of ways. Table 3 summarizes the difference.

Table 3 Current versus previous planning processes

	Previous planning process	Current planning process
Approach	Sectoral, More inclined towards top-down approach	Holistic plan, More inclined towards involving the community mainly during implementation
Level of participation	Limited level of participation	High level of awareness, high desire of the community towards planning
Problem identification and solving	Sector-specific problem identification and prioritization, done by technical experts	Identification and prioritization in cross-sectoral manner. Community also involve in prioritization through their representatives and public service site selection.
Local resource mobilization	Resource management and control at regional and woreda level and local resource mobilization	Emerging local level resource mobilization and management and increasing locals commitment
Accountability	Limited accountability at tabia levels	Increasing the level of accountability, More involvement of community through their representatives

4.2 Relevance of ICBPP

ICBPP is becoming relevant to identify the priority development needs of the region, to ensure community sense of ownership and mobilize community resources, to minimize resource wastage, and to reduce the poverty of individuals. Specifically, it can be noted:

Regional level: ICBPP as a planning tool is relevant to the development priorities set out in the GTP of Ethiopia, and the GTP of the Tigray region, which is based on full participation of the community in the planning, decision making and implementation of the development targets. It created good linkages between the development goals of the state (region) and development needs of the communities; enabled them to stand behind one motto (achieving development).

Woreda level: ICBPP enhanced the level of integration among different sectors and bureaus that are run by government and in few cases by the non-government organizations. It assisted also to overcome the problem of resource constraint. ICBPP is assisting to address these resource constraints because sectors are becoming better in targeting activities and it avoids overlapping of development activities.

Tabia level: ICBPP provide the appropriate conceptual perspective from which to view the process of building the problem-solving abilities of individuals and the larger community. It encourages communities to own the development plan, provides incentives to local communities in identifying local problems and potentials and prioritizing problems. Consequently, the communities show an increased commitment to the expansion of services; such as schools, health centres water points and community roads; in exchange for the community's participation in integrated community base planning.

Individual households: Finally, ICBPP enabled individuals to challenge development agents, asking the relevant way of raising productivity and demanding different development packages that they believe is appropriate.

4.3. Effectiveness of ICBPP

The evaluation team looked at the effectiveness of ICBPP as a tool in the overall processes of the bottom-up planning system. Different documents, plans, reports and processes were reviewed. Before 2008, not all tabias were preparing their own plans in a participatory manner. Moreover, it was very difficult to find documents at all levels. Efforts have been made to find plan documents before the implementation of ICBPP. However, only for three tabias did the evaluators find plan documents for the year 2005/06 and for all tabias starting 2006/07.

Quality of planning before and after ICBPP

Prior to ICBPP, plans were in general more of sectoral and the approaches used to present the plans were heterogeneous. Woredas sent a kind of quota to the tabias based on the bench marks received from zonal/regional sectors. Consequently, the development agents were working out the detail shares for kushets and sub kushets and this were communicated with their respective sectors at woreda levels. In the overall process, there was no room for the tabia administration and community to discuss on the actual situation (potentials and constraints) of their specific localities. It was not also compiled as holistic tabia plan.

For the sake of comparison, the evaluation team considered the following points for gauging the quality of plans before and after ICBPP:

- The structure of the plan document which comprises if the plan includes previous evaluations and assessments, introduction, goals and objectives, problems/ potentials and constraints identification and prioritization, plan of actions
- Consistency of the information throughout the year, documentation, clarity of targeting
- Strategy of implementation
- Coverage of the plan on the issues of all community members

Prior to ICBPP, Plan and Finance was simply documenting the plans coming from the sectors without any analysis. The planning wing of this Office was almost paralyzed and more focused on the financial works than planning. The sectoral plans however vary in quality from woreda to woreda. For some the plans were detailed though overlooking the involvement of community but for others like in Medebay Zana for example, the sectoral plans for 2007/2008 consisted merely of a table with a list of activities indicating the share of activities for each tabia.

Even though, it was difficult to find plan documents in some of the tabias, the evaluation team observed quality differences in the tabia plans too. Prior to 2007/08, most of the tabia plans were incomprehensible, and filed very badly or only found in the hands of the development agents. Nevertheless, some tabias were trying to compile the plan by indicating the vision, goal and objective of the yearly plan, but very shallow and yet blurred. For example in tabia Kihen (woreda Kiletawulaelo), the plan for the year 2007/2008 covered an introduction, vision, strategy of implementation, objective, and list of activities. It is very rudimentary and more of a qualitative than a quantitative nature. In all cases, community participation was overlooked during the planning process. Communities were consulted only afterwards, for implementation.

With regard to the current status of planning (after ICBPP), in all the study areas it is improving through time both at woreda and tabia levels. Though there are variations between pilot and scale-up woredas and from tabia to tabia, the content, structure, coverage and consideration of the vulnerable in the planning are improving. Though there are still capacity gaps, woreda level Plan and Finance is very much activated and devoted in facilitating and organizing the tabia level planning process. Sharing of experience from one woreda to the other also had a positive contribution for this. For instance as it is seen in the table below, the “O” class and child to child mentoring program piloted in tabia Mayquiha (Kilte Awulaelo education), extended to Atsebi-Womberta and well taken and replicated in other woreda and out of the woreda like in Worei Leke.



(a) Director of Maykinetal School Showing the education kit given to top-ten students



(b) Preschool child showing her writing benefit of the "O" class initiative-Edaga-Arbi

Figure 3 Mrs Aberash, Director of May-kinetal School showing Top ten students books & "O" class child showing her skill of writing

Since 2010/11 most of the tabias are having their own strategic plans (2010/11-2014/15) which did not exist before. In most cases however, this kind of plan was prepared with low community participation. The strategic plan was mostly drafted by the tabia planning committee, predominantly by the tabia administrator, supported by development agents and/or health extension workers, using the woreda strategic plan as an example and information provided by the community and/or collected from households through questionnaire. With regard to the formats for planning and reporting, standard format and guides developed by BOFED were circulated to the sectors and tabias through the woreda Plan and Finance Office. However, sector offices like health have their own standard formats and guides for the health plans. These different formats are creating additional workload especially for the grass root level workers.

With the introduction of ICBPP, the preparation of the plan follows quite a similar structure though variations in the content and quality. The main components are the following:

- Introduction and general assessment
- Vision
- Mission
- Short summary on the previous year's performance of the main sectors
- Assessment on the potentials
- Assessment of constraints and source of the constraints
- Possible solution for the constraints
- General objectives
- Target
- Core plan
- Specific objective
- Activities
- Strategy of implementation

Moreover, the content and comprehensiveness of the plans are improving from year to year. The tabia plans for 2010/11 are far better than previous plans. Tabias are trying to separately set activities for women, youth and HIV/AIDS victims. However gender issues are not addressed in the overall plan systematically, no special strategies set in addressing gender issues. Despite continuous improvements in the quality of plans prepared at tabia level year after year, there are also significant limitations worth mentioning.

During the preparation of plans, tabias base themselves on the benchmarks and targets set at woreda level; likewise, woredas consider the benchmarks and targets from the zones and/or the region. The benchmarks often are influential and get great attention. This can be limiting the capacity to identify locally available potentials and constraints quite important for the local planning process. And even if local problems are well identified; priority is often given to the benchmarks in the planning process.

The activities indicated in the plan documents of almost all study tabias were quite similar. Although this might be due to the similarities of the problems, the evaluators also consider that it could be the influence of the benchmarks. Resource mapping and constraint identification exercises made in the field and our in-depth interview also support this. For example, in the resource mapping and constraint identification exercise made in tabia Shelewa (woreda Hawzien) with the tabia planning committee, the participants identified access to road, access to potable water and access to health services as the prior constraints for their tabia. None of these priorities were addressed in their exercise to set plans. The use of fertilizer and improved seeds were their main prioritized plans. The same was true in tabia Tseftsef (woreda Worei leke). During our discussion

with the tabia planning committee; road access, potable water and environmental degradation were ranked as the main community problems, but these do not come up as the main priority in their plans. This clearly shows that the benchmarks from above are strong and influencing. Obviously, the evaluation team recognizes for the need of the top guides and directions, but should be discussed and flexibly applied based on the area potentials and constraints. The team also recognizes that the tabia planning team is well aware of the budget limitation and this might have its own contribution for not addressing the prioritized problems like road, health and education infrastructures.

Our evaluation of the plan documents clearly showed that there are significant variations in the quality of plans mainly caused by differences in the understanding of community participation and application of the participatory tools during planning processes. Due to high staff turnover at woreda and tabia levels, the evaluators observed a big capacity and understanding gap on ICBPP. As a consequence, the quality of planning and the level of community participation vary considerably depending on the capacity of the responsible persons at all levels. At Woreda level, plan documents compiled by the woreda Planning and Finance office were comparable following similar standards and no significant variations were observed.

Although difficult to conclude, it was observed that communities in the pilot woredas have better understanding and involvement in the planning process than the scale-up woredas. The plan documents of model tabias in the pilot woredas (Kileteawelaelo and Hawzien) were more comprehensive compared to those in the other tabias of the woredas and other woredas. The 2009/10 plan in tabia Mayquiha, for example, is very detailed with elaborative tables describing performances in 2008/9, coverage indicated in percentages and a detailed plan of action. The 2010/11 and 2011/12 plans are even more comprehensive, including additional sectors like police and community, access to rural roads etc. These plans also had budget plans detailing financial contributions that were expected from the community, the government and NGO's. The same holds true for Debrebrhan tabia (Hawzien). It is well structured with a table of contents covering all sectors, including police. It also has training plans for community and development workers on good governance.

Due to high staff turnover, there is an increasing proportion of people among the tabia planning team who did not take any training related to ICBPP. Moreover, only in one of the 16 tabias visited (tabia Debrebrhan) we did find tabia manager who worked in the same tabia for more than four years. Despite the high motivation, most of the tabia managers have shallow understanding on ICBPP and due to this; the evaluation team observed that the plans were more influenced by the development workers than the community. For instance in tabia Gule (woreda Kilde Awulaelo), the target for agriculture is to cover 70% of the whole tabia by commercial fertilizer and improved seed, which do not count the cultural practices of the community. Furthermore, during our exercise on a time line at tabia Hatset (Hawzen), the evaluators observed that the community were consulted after the approval of the plan. In this tabia, except the tabia chairman and health extension agents, the rest of the planning committee members were untrained on ICBPP. In Tabia Tsaeda naele, except the rural development expert, all other members of the planning committees were new and are not trained.

Regarding the scale-up woredas, a better understanding and organization in implementing ICBPP was observed in woreda Worie Leke than in Medebay Zana. The training organized by woreda Office of Plan and Finance with the additional budget received from BOFED in 2010 might contribute for this strength. The effect can also be seen in the 2011/12 plan. For instance, the 2011/12 plan of Maychekemte (model tabia) is well structured and comprehensive covering all sectors including road construction and infrastructure components. It has a very clear plan of action with gaunt chart indicating the responsibility for implementation.

In the case of Medebay Zana, plans prepared for the same period in general were low quality with limited coverage and shallow analysis. Considering the model tabia, tabia Adigesheti, the evaluators observed a lot of strong qualities on some innovations like helping poor women in house construction, assigning a hillside only for women who keep milking cows, etc. However, the plan document for this tabia was not properly structured, with less consistency between the original and revised plans, and a shallow situational analysis focusing more on input distribution. Plans of some sectors like women's affairs and youth affairs were also not included. The other tabias of this woreda were not better. For instance, during the focus group discussion in tabia Selekeleka (town), the participants said that they have less or no involvement in the preparation of annual plans of the tabia. The link with the community is very loose and much influenced by the responsible persons in the kushets and the municipality. The same holds true with tabia Hakfen. Different sectors prepared their own plans and all this bunched together as a one plan. But, the formats are not even homogenous. Furthermore, no situational analysis and previous year performance assessment were made. However, this kind of problems was also seen in some tabias of the pilot woredas like Tsaedanaele (in Kilte Awulaelo). Tables 4 and 5 respectively present a summary of the strengths, weaknesses, opportunities and threats (SWOT) of the pilot and scale up woredas in implementing ICBPP. It clearly indicates the level of variations among tabias in implementing ICBPP.

Table 4 SWOT Analysis of Plan Quality for 2011 in Selected Tabias of the Pilot Weredas

Woreda/tabia	Strength	Weakness	Opportunity	Threats
Pilot woredas				
Mayquiha (Kilte Awulaelo)	Well structured plan with table of contents, the plan covered previous year performance, identify potentials and constraints, Consistent information covering many sectors and human power plan, it includes budget plan with its source including NGOs	Problem analysis is mainly focussed on the attitude of the farmers, towards the inputs priorities of vulnerable not systematically addressed	Well established capacity acquired from the different exposure visitors in the tabia, tabias started to estimate budget and source of it, increasing community motivation and initiation.	High staff turnover, High justice problem especially towards women, Needs for vulnerable and poor women is not addressed enough
Gule (Kilte Awulaelo)	Plan well described, potentials and constraints identified, have clear plan for vulnerable, have plan for follow up and reporting	Agriculture development is mainly focused in input distribution, problems mainly focuses on the attitude of farmers towards the input, the implementation strategy is weak, plan is not summarized in table, budget including the NGOs contribution is not considered in the overall plan	Plan focused in capacity building, strong community discussion in prioritizing problems (have strong women to fight on behalf of the vulnerable), have capacity building plans	Plan overlooked the cultural practices of farmers, planning committee dominated by untrained members on ICBPP, weak strategy for implementing the plans
Debrebrhan (Hawzien)	Well described plan with table of contents, detailed activities, training plan for governance	Agriculture development is mainly focused in input distribution, problems mainly focuses on the attitude of farmers towards inputs ,less consideration of NGO's activities in the lan	Good understanding of ICBPP. Documents and manuals well kept. The tabia manager is there since the start of ICBPP	The tabia manager is more accountable than the other planning committee members, The knowledge on ICBPP might be more on the tabia manager

Table 5 SWOT Analysis of Plan Quality for 2011 in Selected Tabias of the Scale up Woredas

Woreda/tabia	Strength	Weakness	Opportunity	Threats
Scale-up woredas				
Maychekemte (Worei leke)	Well structured plan including SWOT analysis, very clear and good flow and well stated objectives and targets, tried to have plan of action using gaunt chart	The evaluation of previous year focussed on the analysis of problems on the development staff, tabia council, not on the real problems with farmers,	Holistic approach covering all sectors, system for implementation including the pre-planning phase	Constraints are not well addressed, only problems related with attitude of farmers are stated as constraints
Hiberet (Worei leke)	Well structured plan including table of contents, detailed evaluation of the previous performances	Misunderstanding on the potentials and constraints (focused towards input distribution), activities of NGO's not indicated in the overall plan	Gender issues are well addressed, detail youth plan	Physical environment is not well assessed, approach not homogenous(the formats for the tables are not uniform)
Hakfen (Medebay Zana)	????	Plan is not holistic, is a bunch of different sectors work, no previous evaluation, potentials and constraints are not identified, in general very poor in content and structure, activities of NGO's not considered	?????	Understanding of ICBPP seems very low, need for filling the capacity gaps, need to have homogenous formats lack of monitoring and support from woreda
Adigesheti(Medebay zana)	Effort in addressing poor women's issue	Poorly structured plan, potentials and constraints not well addressed, lack of coherence in the original and revised plans,	Strong and motivated tabia administration, well organized lemeat gujile and networks	Understanding of ICBPP seems very low, need to have homogenous formats need for filling the capacity gaps, lack of monitoring and support from woreda,

Currently, households are exercising to prepare their own business plan through the help of development workers and network leaders. Though highly influenced by the actions of development agents and group leaders, this kind of planning motivates farmers to exert extra effort in their farms. The approach for this kind of individual plans varies from woreda to woreda. In Worei Leke and Hawzien, development workers use a list of activity options (menu) and let the farmer choose what they want to do during the coming year. In Kilte Awulaelo and Medebay Zana, farmers tried to prepare their own business plan with the assistance of their development group and network leaders.

As a new system introduced recently, both scenarios have their own limitations. On the one hand, offering a kind of menu may influence the innovative skills of farmers and overlook the local and traditional practices of individuals (like the use of diverse local seeds, mixed cropping, biological fertilization and fallowing). In Medebay Zana for example, we observed a business plan which does not consider the availability of biological fertilizer while the family were practically using compost as a biological fertilizer. The development agents recommended commercial fertilizer without considering this practice. On the other hand, some farmers need to have close technical advice and consultation on some of the technologies and standard requirements for inputs like the rate of fertilizer use. There should be a balance between taking into account the existing practices and responding to the needs for technical guidance and assistance.

Effect of ICBPP on implementing planned activities

Given the fact that good planning can have an effect on better performance for implementation, the evaluators also tried to measure the contribution of ICBPP in the implementation of plans by assessing the reporting documents from the tabias. Unlike the previous times, currently, tabias are producing their own performance reports though the qualities of the reports are not yet strong in most of them.

The evaluators found tricky to measure the effectiveness of implementation because of ICBPP, due to the influence of woreda bench marks on the activity planning as well as the time of implementing ICBPP is short to fully see the effect. As the efficiency of the tabia development workers is measured by the achievement versus plan, the evaluators observed a tendency of pulling up and down of the household level plans from the actual situation. In some, they plan less than the actual so that they can easily perform high percentage. In the others, they plan more than the woreda bench mark and try to come in achieving around the bench mark for the woredas. Development agents at the grass root level are still not fully empowered to flexibly plan activities based on their actual situation of their localities. This is mainly on the household level agricultural technologies and input use. In fact, the change from the previous times on this regard is that, there is a room to discuss and negotiate with woreda. Due to the exercise of planning and sequence discussions, tabias are challenging the higher levels with concrete evidences of their localities. Furthermore, ICBPP helps tabias to clearly see if what they plan is achievable, realistic and gives them an opportunity to learn lessons for the next planning season.

With regard to the plan versus achievement, differences were observed even among the model tabias in the pilot woredas. Tables 6 and 7 indicate the performance of planned activities in the two model tabias in the pilot woredas – tabia Mayquiha and tabia Debrebrhan respectively. The activity reporting document for tabia Mayquiha is very consistent and the performance of the planned activities is above average (except for some interventions like dry latrine – only a few houses are left without dry latrine). Moreover, the financial contribution of the community is increasing over time. However, in tabia Debrebrhan the activity reporting document is not consistent with the original plan document. Activities presented in the original plan are not shown during the achievement report. This holds true for most of the tabias.

Table 6. Examples of Plan versus Achievement for Selected Activities, Model Tabia MayQuiha, wereda Kilde Awlalo

Activity	2008/9		2009/10		2010/11	
	Plan	Achievement	Plan	Achievement	Plan	Achievement
Fertilizer rain-fed (quintal)	959	490 (51%)	595	657 (110%)	740	957 (67%)
Improved seed rain-fed (quintal)	338	213 (63%)	402	214 (53%)	480	20.2 (0;5%)
Compost preparation	6,781	2,800 (41.3%)	14,781	14,781(100%)	16,420	16,800 (102%)
Introduction of improved cows	-	-	15	-	15	8 (53%)
Improved poultry	-	-	375	89 (24%)	375	89 (24%)
Introduction of improved beehive	-	-	-	-	?	590
Dry latrine	420	355 (85%)	129	1,649 (1.278%)	1652	380 (%)
Delivery service	86	39 (45%)	87	55 (63%)	75	75 (100%)
House management and sanitation	573	573 (100%)	1,210	1,649 (136%)	1,649	1,135 (69%)
Contribution of money for additional classes in school	-	-	16,000 ETB	46,000 ETB (288%)	?	46,000 ETB
Additional classes in school	-	-	7	4 (57%)	4	3 (75%)
Mountain/waste land distribution to youth (men)	-	-	46	46 (100%)	50	?
Mountain/waste land distribution and irrigation for women	-	-	28	28 (100%)	48	48 (100%)

Source: tabia plan document

Table 7. Examples of Plan versus Achievement for Selected Activities, model tabia Debrebrhan, woreda Hawzien

Activity	2008/9		2009/10		2010/11	
	Plan	Achievement	Plan	Achievement	Plan	Achievement
Fertilizer rain-fed (quintal)	730	638 (87%)	969	484 (50%)	870	628 (72%)
Improved seed rain-fed (quintal)	-	-	607.6	551.15 (91%)	105	78.25 (75%)
Compost preparation	100	76 (76%)	240	155 (87.5%)	9,282	11,250 (121%)
Introduction of improved cows	-	-	2	3 (150%)	45	42 (93%)
Improved poultry	-	-	20	0 (0%)	10	27 (270%)
Introduction of improved beehive	225	0 (0%)	470	490 (104%)	70	22 (31%)
Dry latrine	-	-	17	30 (176%)	-	-
Delivery service	114	68 (60%)	228	46 (20%)	111	42 (38%)
Separation of Barn	-	-	711	73	677	2(0;3%)
Contribution of money from community and other sources for school	-	-	42,000 ETB	56,510.56 ETB (135%)	38,000 ETB	93,878 ETB(247%)
Mountain/waste land distribution to youth (men)	-	-	20 in person	-	-	-
Mountain/waste land distribution and irrigation for women	-	-	-	-	-	-

Source: tabia plan document

Table 8. Examples of Plan versus Achievement for Selected Activities, Woreda Worei lekhe, 2010

Activity	Tabia Hibret		Tabia Tseftsef		Tabia Maychekente	
	Plan	Achievement	Plan	Achievement	Plan	Achievement
Fertilizer rain-fed (quintal)	506	328 (64%)	360	145 (40%)	1000	433 (43%)
Improved seed rain-fed (quintal)	36	19.5 (54%)	105	21 (20%)	71	12.5 (18%)
Compost preparation	350	285 (81.4%)	320	32 (10%)	400	175 (44%)
Introduction of improved beehive	60	4 (6.67)	100	26 (26%)	60	25 (42%)
Begayet	5	-	5	-	-	-
Dry latrine	48	11 (23%)	42	33 (79%)	60	38 (63%)
Improved stove	48	43 (89%)	27	13 (48%)	60	39 (65%)

Source: Wereda plan document

Monitoring and evaluation

In the last two years, relatively the quality of reporting has improved. Great emphasis has been placed on producing narrative reports. Tabia activity reports are delivered to administration/capacity building offices. However, the woreda Plan and Finance offices are not receiving the plans directly from the tabias. This might overlook the accountability and responsibility of the planning office. As a result, the woreda planning office is only involved in the monitoring of the tabia planning at field level. In all visited woredas, the planning office compiled sectoral reports and no cross check is done with the tabia reports.

The introduction of such planning is commendable, but is not without some weaknesses with regard to quality, two of which stand out:

- The plans are very much activity-driven, and not result-driven. Some of the planning seems to lack focus toward specific and defined outcomes. The lack of a result-driven framework poses difficulties for assessing the performance of the organisation as well as individuals. Based on the discussions at woreda levels, the evaluators understood that limited human resource capacity is an obstacle to introduce the outcome-driven planning.
- A second weakness lies with implementation. It was mentioned that specific activity plans have been subjected to significant fluctuations in implementation rate due to expected and unexpected natural shocks.

W/ro XXX, resident of Tabia Adi-gishti expressed her opinion as follows:



“We raised one question which is not yet addressed by those of you coming from the region or up!!, We still want to raise it: Who will compensate if our planning is affected by natural damage? Who covers the credit on input and the loss of production loss?”

This indicates how ICBPP contributes and becomes useful for posing bottom-up questions and challenges. As it is shown here, the community has a demand for weather insurance accompanying their credits for inputs. In the new planning format, monitoring and evaluation is stated as one component of the planning in most of the woreda plans. Most plans have a clear plan of action with regard to field level monitoring too. Woredas carry out the day to day follow up through the memorandum of understanding as a team charter (multi- sectoral collaboration) and interface agreement in which one expert is responsible for cross-sectoral follow up. However women’s issue, such as justice and equality have been neglected from the follow up, often over looked in the MoU and, even if included, it was never treated as a priority agenda.

Community participation and ownership

The advent of ICBPP served to place communities into the local development planning processes, unlike in the past when the responsibility was hinged at best at woreda level. The organization of the local planning committee at tabia level includes different sections of the society. In some tabias, community representatives, usually 30 to 40 people drawn from different sections of the society (model farmers, senior citizens, religious people etc.), work together with the planning team in identifying and prioritizing problems. The mechanism used by the local level planning committee to collect data for planning and to make the community participate in the planning process differs slightly in the different study tabias. Most tabias use the recently instituted lower level structure called development groups locally known as “limeat gujile”; while others such as woreda Werie leke use the kushet-level (the former lower level structure that was functional when the ICBPP manuals were prepared).

Despite the differences in approach, overall there are encouraging signs of participation of the community in the planning process. All have used either directly or indirectly the limeat gujile and network to gather information from the public. The communities are aware of the development programs implemented in their area, help to discuss on them and share different experiences (related, for example, to increasing productivity). In some tabias, it encouraged them even to have an association ¹ or to strengthen their bondages through helping each other². Also, it motivated them to be responsible for sharing part of the planned activities (at least what would be their responsibility as an individual or in group is defined).

With regard to household-level planning, the team realized the top-down influence in the planning process. As a result, local knowledge and innovation is less appreciated. The planning committee did not motivate the people to plan for some unique but relevant activities to increase productivity, and the society didn't have the confidence to come up with innovative ideas during the planning process.

ICBPP encourages tabia administrations and the community to mobilize their resources and energy to solve problems at their own levels. For instance, the construction of one conference hall and two additional school in Mayquiha, construction of houses for poor women in Adisgishti, organizing schooling for deaf and blind in worei leke through resource mobilization and community cost sharing. Apart from this mobilization of resources, communities have only got the opportunity to discuss on the already specified ideas and activities which often come from the woreda and region as a benchmark. Communities have little or no power to influence the already targeted activities. The evaluators observed that the business plans of farmers are part and parcel of the plans that come from the woreda and regional level. To have a real sense of participation, it is vital to help people identify their own potentials and capacities.

Another example is the analysis of production and needs done in Debrebrhan village situated in a food insecure area. It revealed the following:

¹ Care each other association (MTK) in kelteaweleo, group saving in medebay zana, care for the needy in Edaga Arbi.

² Kelteawelelo and Edaga Arbi

Table 9. Analysis of Production and Needs in Tabia Debrebrhan

Production analysis in Debrebrhan village	
Many Households produce in big quantities	Few households produce in big quantities
<ul style="list-style-type: none"> • Tef • Sorghum 	<ul style="list-style-type: none"> • Wheat
Many Households produce in small quantities	Few households produce in small quantities
<ul style="list-style-type: none"> • Finger millet • Cow pea 	<ul style="list-style-type: none"> • Chick pea • Barley

Need analysis in Debrebrhan village	
Many Households demand in big quantities	Few households demand in big quantities
<ul style="list-style-type: none"> • Tef • Sorghum 	<ul style="list-style-type: none"> • Wheat
Many Households demand in small quantities	Few households demand in small quantities
<ul style="list-style-type: none"> • Chickpea • finger millet 	<ul style="list-style-type: none"> • Barley • Spices

From the four cell analysis of production and needs of grains, it was concluded that tef and sorghum are major crops in the village, cultivated in large areas by many households. The high demand for these cereals indicates the small production of the crops. So, it should be expected that the focus for agricultural development in the village should be on those crops: tef, sorghum and chickpea. From the documents, however, the evaluators learned that 80 % of the improved seed distributed in the village concerns improved wheat, followed by finger millet.

In summary, the effectiveness of ICBPP is linked to its alignments with the existing grassroots community structures. Despite attempts to enhance community participation in the planning process following the ICBPP, there are serious limitations in ascertaining real participation of communities. These limitations include:

- Problems with community representation: the selection of community representatives to work with the planning team either is not transparent or, if the representatives are elected by the public, there is a tendency to elect familiar faces. This might not be only because of these people are supposed to be capable of doing things in a better way but also their influencing power in the tabia. Also the equal participation of women in the planning process remains a challenge.
- Limited participation of group members especially in limeat gujile. Based on our witness from the participants during focus group discussions, there is a tendency to set plans of a limeat gujile by the chair person with the assistance of the development agent in the tabia and letting the members know about the plan. This hampers participation of the group members in the community plans.

In general, while the process includes moderate level of participation, the planning methodology employed seems to be more of a “local top-down” approach rather than a truly participatory one. In many instances, participation is used only as a means of extracting information from the community, rather than as a vehicle for involving local people in decision-making.

Participation of women and other vulnerable groups

The evaluators assessed some good start of incorporation of the issues of women and other vulnerable groups in the overall development endeavours due to ICBPP. Almost all the study tabias started to recognize the need for special assistance to poor women, disabled, and HIV/AIDS victims although not all the tabias realized what they put in their plans.

With regard to the participation of women in the planning process, the evaluators found mixed results. On the one hand, unlike the previous times, women - especially female headed households - get the opportunity to participate in the planning meetings either in their kushet or through their development groups and networks. According to the discussions with the women focus groups; since ICBPP, women are at least involved in the discussion of yearly plans of their tabias. On the other hand, women are underrepresented during plan discussions and their voices are not heard enough during decision and voting. The same holds true for female and male youth. For instance, during the focus group discussion with youth in tabia Gule, it was said that a plan to share hillsides to landless youth was not prioritized because it was not the priority of the other land-owning participants which are always in the majority. Because of this, the priorities of the poor and vulnerable are not always considered. In addition, the planned activities are more biased towards the land-holding than towards the landless poor. A woman participant in a focus group discussion also confirmed the limited participation of women when it comes to decision making.



“Despite equal representation in terms of number of women in the planning team, the participation of women in the planning process is weak. All women represented in the planning team do not usually attend the discussion about planning because of overload at home. Even if women attend the discussion, residual cultural practices still inhibit women’s participation to speak loudly about their problems and interests. In some cases, when problems are prioritized by vote, we are usually out- voted.”

Furthermore, only women representatives (women’s affairs and women’s association) have got the chance to get training as part of the planning committee. Only two of these women per tabia involve in approving tabia-level plans. The number of female headed households in the study tabias is high (on average 35%); in some tabias even higher. This high percentage of women household heads is very alarming. It requires special attention and a specific strategy is needed to increase their productivity. Emphasis should be given on targeting women in all the capacity building programmes.

For the purpose of avoiding under representation, the regional women’s association facilitated the initiation of women development army (women limeat gujile). On the one hand, this special grouping is effective in creating an environment for women to share and exchange their ideas and experiences freely. It is observed that it gives the chance to women in male-headed households also (wives) to attend/participate in different meetings and discussions (which was not the case in previous times). On the other hand, the women lemeat gujile are more engaged in the activities related to health and household management (which are, of course, also important). However, women family heads are not getting similar access like their male counterparts in sharing knowledge and experience in agricultural techniques. This challenge also affects to women in male headed households (wives). Important advices and decisions concerning their land are often done behind their back with their husbands. During our focus group discussion, women participants raised the issue of their less involvement on important decisions on their lands commonly owned with their husbands. The challenge is appreciated by the heads of women’s association and affairs at regional and woreda levels too.



W/ro Aregawit Gebrekorkos is a female household head. She has 1/4th of a hectare of arable land on share cropping. For the past season, she was asked by the tabia to buy 25 kg of fertilizer for her cropland. When she replied “my land is under share crop”, the tabia discussed with the sharecropper and agreed to use fertilizer on her land and promised to share the cost of the fertilizer. She bought the fertilizer on credit. But, the share cropper refused to use the fertilizer saying that he had used his own. Aregawit said “the fertilizer is now in my house. I have to pay my loan although I do not get benefit out of it”. She does not even know whether the sharecropper had used fertilizer on her land or not.

With regard to incorporating gender in the plans, there is high concern at all levels; yet, there is a problem to fully grasp the issue, which can be solved through gender training and close support. Women’s affairs office is a government structure established to give support on promoting women. However practically, the responsible persons for this office are often assigned in specific tabia follow ups through the inter-sectoral collaboration.

The issue of participating poor women particularly women headed families is not only under representation but also most of these women are resource less including family labour. Unless and otherwise they get special support and interventions, it is not simple to address their problems through involving them in the planning process. In safety net the participation of women is very high and there are special supports to address their labour shortages and family responsibilities. However, in the livelihood changes programs the evaluators observed no significant strategy in supporting poor women.

Stakeholder's involvement in the planning process

The evolution of ICBPP has been a collaborative and participatory process, involving local government, woreda administration, woreda-level sectoral offices, NGO's and other civil society organizations. However, the involvement of locally operating NGOs in the development planning process has been limited. Although there are attempts to involve locally operating NGOs in the planning process through logistical support, their level of involvement is thin at best. Not all NGO's involve the community during project planning, prioritization and site selection. The evaluators also noticed a gap in integrating the views and concerns of the locally emerging cooperatives in the planning process. For instance, Millennium Development Project is one of the main projects operating in woreda Hawzien. Organizing the community into different development cooperatives is one of the interventions of this NGO. Despite the support of the Cooperative Promotion Unit at woreda level, the plan and ideas of these cooperatives are not integrated in the overall tabia plans.

Integrated planning and inter-sectoral collaboration

The presence of existing sectoral integration mechanisms, such as the interface and team charter, is an indication of the sectoral collaboration. The team charter and interface memorandum of understanding, introduced through the business process reengineering, are respectively important for multi and bi-sectoral agreements. They are functional in most tabias and all woredas. ICBPP as a tool is appreciated by all for implementing and functionally operating the team charter and interface initiatives.

The challenge remains how to develop a vertical planning system, which effectively integrates plans at community, local government, and regional government levels; while at the same time allowing horizontal integration across sectors at all levels.

4.3 Efficiency of ICBPP

The "efficiency" of a program pertains to the system used to implement the program technically, organizationally, procedurally, and financially. It provides a clear understanding of how different factors affected the realization of the ICBPP objectives. The focus for this aspect of the evaluation was on examining the implementation and management practices at the local and regional level, the funding strategies employed, the targeting strategies utilized, and the communities participation. The efficiency evaluation couldn't provide detailed economic and financial analysis of the ICBPP program as it is too early to make such analysis. Hence, the main emphasis was to identify how well the program has been implemented during the planning of the development process.

Manuals

One distinctive feature of the ICBPP program is that both manuals meant to assist the planning process were prepared within the required time. The manuals exist both in a consolidated form (the mother document) and for the separate major sectors (focus areas), and were initially prepared in English. Consequently, these manuals were translated into the local language keeping the required standard. The quality of the manuals in terms of using local cases and practical exercises enhanced the efficient implementation of the ICBPP processes.

Moreover, from the observed plan documents and interviews made with key informants the team understood that in some tabias such as Maiquiha in Kilde Awlalo and Debrebirhan in Hawzien and Maychekemte in Worei leke, the plan is prepared according to the manuals; the basic guides of participatory planning and the depth and quality of plans produced are encouraging. Whereas, in some tabias the use of participatory tools was limited, For example in Tseftsef (Werei Leke), the evaluators observed model farmers and better performers were selected to participate in the planning process.

Despite the importance of manuals, there are concerns on the timely availability of the manuals at all levels and the frequent use of these manuals during the planning process. In some places, there were instances of late arrival of the manuals while in others they were completely absent. It is becoming a frequent phenomenon that manuals are missing from tabias when tabia managers change. As tabia managers are the first responsible to organize and implement tabia level plans, without the aid of the manuals it is extremely difficult for a newly appointed tabia manager to use participatory tools to the required level in the planning process. The problem becomes more serious when a newly appointed tabia manager had neither practical experiences of participatory planning nor did he/she attend training before. *Annexes 2 and 3* indicate whether or not tabia managers and woreda level planning experts of the study sites have attended training on ICBPP including their experience and education levels. The tables evidenced that majority did not attend training on ICBPP. For example, annex – indicates that 56% of the sample tabia managers did not attend training on ICBPP though 63 % of them have more than 3 years of experience. It is even worse at the woreda level. More than 77 percent of the sample woreda planning experts did not attend training on ICBPP. In view of the fast turnover of tabia managers, this becomes a serious problem to institutionalize and sustainably use the participatory tools in the planning process.

Capacity building

Training helps individuals to be more efficient and effective. Proper implementation of the ICBPP tools was widely accepted as a priority. This has been realized by the provision of continuous training to the different stakeholders involved in the planning process at all levels. Subsequently training was given to woreda development agents and other concerned bodies, and to tabia level development agents. *Annex 2* summarizes the training provided at different levels.

Initially training of trainers was provided to seven development agents (experts) drawn from each woreda in the whole region for seven days. Thus, the TOT was given to a total of 322 trainees drawn from all the 46 woredas of the region. These trainees had the task to give training to tabia-level development agents, who actually practiced the planning process at the bottom level.

For the first time, the TOT in the pilot woredas organized a five days training for 16 members from the tabias. Afterwards, due to budget limitation the next trainees were minimized in to 8 per tabia.

In the scale-up woredas, training to tabia-level planning committee was given after one or two years of the TOT training. This time gap raises serious concerns on the quality of the training given to tabia-level development agents.

Generally speaking the duration was relatively short, particularly difficult to cover all the training manuals and grasp the necessary tools of participatory planning in such a short period. All commented on this and stated: “is it really possible to finish 8 manuals and 13 modules in 3-5 days. Furthermore, the time was not convenient for some development agents. For example in Woreda Hawzien, the training was organised in June, when some participants were not able to attend fully as it was a planting time.

Provision of trainings related to integrated community base participatory planning at different levels, complemented by the training guide manuals, shows the strength of the ICBPP for its efficient implementation. Moreover, according to the informants' view, the refresher training and experience sharing (on job training) had served as a backup. However, from what we observed, significant differences in efficiency exist among tabias. This could be highly related to the existence of trained personnel at tabia level especially tabia managers. As shown in *Annex 2*, the proportion of tabia managers trained in ICBPP in the sample woredas visited range from 75% (i.e., three tabia managers out of four in one sample woreda) in Hawzien and Werie Leke to 25% (one tabia manager out of four) in Kilde Awlaelo and none in Medebay Zana. The same holds true for the woreda level planning experts. Only 22% of the technical staff in the office received training on ICBPP. In Hawzien and medebay Zana, none of them received the training.

In order to enhance efficiency in implementation of the ICBPP and to foster a sense of ownership for the development planning, involving decision makers from the start is indispensable. In effect, this can also help key stakeholders to realize the necessity of involving local people in participation and decision making processes. In this regard, it is quite valuable to make sure the top woreda officials know about the necessity and importance of participatory planning. One aspect of doing so is by providing training about the ICBPP to the woreda officials. Simultaneously, monitoring can also help so as to know whether it is actual effective. All these can assure a smooth and sustainable implementation of participatory planning, which is a key factor for development to be attained.

The existence of *Limeat gulile* at lower level is considered as an opportunity to bring the planning process to the bottom level possible. However, this *limeat gujile* is not effectively involved in the planning process. Due to limited capacity, the use of the participatory tools to make the planning process truly participatory is inadequate. The technical gap that leaders of *limeat gujile* face is a serious limitation which has to be fixed through providing training and orientation about participatory planning. This will enhance a true participation of the people and develop a sense of ownership.

Financial cost

An important aspect of the efficiency of the ICBPP program is to look into the financial cost of introducing and handling the program. This has been reviewed by observing the costs of implementation and maintenance of the progra13 shows the cost of the program distributed by year

Table 10. Distribution of ICBPP cost by year

Type of cost (in ETB)	Year						
	2004	2005	2006	2007	2009	2010	2011*
Program formulation including cost of materials	157,978	191,611	657,793	486,155			
Training of trainers					412,448.35		
Tabia level training of development agents (pilot woredas)					278,970		
Tabia level training of development agents (25 scale-up woredas)						1,527,920.69	
Tabia level training of development agents (19 scale-up woredas)							828,492
Monitoring and evaluation by woredas							261,284
Refresher training and experience sharing of four woredas							235,310
Monitoring and evaluation							317,644
On job training through experience sharing							79,407.12
Training and experience sharing							183,620.84
Printing and office supplies and other costs						358,746.56	8,566.41
Total	157,978	191,611	657,793	486,155	691,418.35	1,886,667.25	1,914,325.27

* = A total of ETB 850,000.08 cash assistance for woreda and regional bureau of Planning and Finance coordination, monitoring and reporting on ICBPP at all levels was distributed while our evaluation team was in the field. The money, however, is not expended and hence the cost does not appear on the table

To see the efficiency of handling the ICBPP, it might be important also to look into the cost per woreda. Assuming the cost components are equally important to all woredas, the yearly cost per woreda is indicated below.

Table 11. Total Cost of ICBPP by Woreda and Year

Year	Cost per woreda (ETB)
2004	3,434.31
2005	4,165.46
2006	14,299.85
2007	10,568.59
2009	15,030.83
2010	41,014.51
2011	41,615.77
Overall average	18,589.90

This means that over the seven years, on average 18,589.90 ETB was required per woreda to implement the ICBPP in the region. However, the cost per woreda since the start of the actual implementation of the program at pilot level in 2009 is much higher. It averaged at 32, 553.70 ETB per woreda. To have a better understanding of the cost, it is important to break down the cost into pre-implementation cost, implementation cost and maintenance cost.

Table 12. Breakdown of Total Cost (2004-2011)

Type of cost	Total cost (ETB)	Remark
Pre-implementation cost	1,905,985.41	This includes all costs before 2009 and the cost for the training of trainers in 2009
Implementation cost	3,136,174.01	This includes costs to train tabia level development agents, printing, office supplies and other costs
Maintenance cost	1,077,265.96	The maintenance cost includes costs of monitoring and evaluation, experience sharing and refresher training

It has to be noted that this classification of costs is only a rough approximation and does not include maintenance costs covered by woredas using their sources of funding other than the ICBPP funding. For example, woreda Kilde Awlalo had organized refresher training to tabia-level development agents through a financial support of ETB 24,000 from World Vision. Similarly, Woreda Werie Leke had spared ETB 37,400 from its own sources for stationary materials distributed to tabias when refresher training was organized to tabia level development agents in 2011.

Although the major cost was for implementation, as is normally expected, costs incurred during the pre-implementation phase were also significant. Comparison reveals that it is higher than the maintenance cost. The slow start of the program with some interruptions might have contributed to such a relatively high pre-implementation cost.

The maintenance cost is an important aspect of the cost that requires a focus if the implementation of ICBPP is to be sustainable. From the rough approximation indicated in the above table, the maintenance cost in the last two years (2010 and 2011) amounted to over one million birr. Even if it is too early to judge the level of maintenance cost of the ICBPP, this seems significant. The maintenance cost can better be approximated by looking at the additional budget support given to the four woredas for refresher training and experience sharing as indicated on table 12 above. Considering this as a maintenance cost, the average cost per woreda is 58,827.50. Thus approximately, an average of close to 60,000 birr annually may be required per woreda for enhancing the implementation of ICBPP.

Technical support

The implementation of the ICBPP in the pilot woredas was not evaluated before the expansion of the program to all the other woredas. While BOFED organized the scale up to other woredas, there were no lessons shared.

Once the training of trainers was given at regional level, the level of technical support from the regional Bureau of Planning and Finance seems mainly limited to distributing resources and organizing experience sharing without any significant technical backstopping service. This could be largely attributed to the expansion of the program to all woredas in the region and to all tabias in each woreda in a relatively short period of time. Furthermore, also the workload of the staff at the Regional Bureau of planning has to be considered.

4.4 Impact of ICBPP

4.4.1 Process impact

Despite the fact that it is a bit early, the impact of ICBPP can be measured by the results in terms of community appreciations, socialisation, and initiation of self- help groups.

At the village level, ICBPP is playing an important role in creating awareness, making use of plans to undertake different activities in different seasons (example, agriculture in rainy season and off-farm activities in the off-season). The effects on building social cohesion are really quite encouraging.

In all visited tabias, most farmers appreciated the benefits and impact of their tabia level planning and interventions, especially in realizing the health development packages and strengthening of the public sectors. Examples are the construction of schools in Mayquiha and Tseftsef, the construction of a kindergarten in Mayquiha, access to road and potable water in Gule, construction of a farmer training centre in Shelewa etc.; all initiatives were very much appreciated. The women group in Gule tabia appreciated the intervention on water points, and another women group in Lemeat was also extremely satisfied by the existence of health-related facilities.

Community participation has led to the expansion of public services like education, health centre, water point, and training centres (like FTC,) and to the proper placement of these services.

Likewise, ICBPP has enhanced community accountability, indicated by their contribution (like labour or other things that they can contribute). As indicated in figure 3 below, the selection of site for a checkdam by the community (right side on the picture) was more successful than the check dam site selected by the technical expert (left side on the picture),



Figure 4 Effective Community Site selection (a) Versus Site selected by Outsiders

4.4.2 Social impact of ICBPP

Through the existing organisational structures, neighbouring farmers have the chance to discuss on their planning and experiences. ICBPP enhances social ties, facilitates day-to-day discussions with their group and network members. As the *limeat gujile* grouping is on the basis of closeness, the tool facilitated community discussions and helps people to share success and failure stories. This strengthened their social cohesion and opportunities for experience sharing. Some of the observations are presented below:

- a) Limeat gujiles forming equb or the tontine: through their development army (*limeat gujile*), women become interested to involve in group saving. There is a non-intended initiative of women to contribute every time they meet (weekly, every two weeks or every month) and the total amount is then given to individuals by turn. If this initiation is supported through capacity building, it can grow in to credit and saving associations;
- b) Helping the elderly and resource poor families: People meet, organise and take initiatives such as helping the very poor and elderly families (e.g in Maykinetal (Worei Leke), the distribution of food to very poor families, the solidarity with members that are in need etc.). Similarly, tabias Adi-Gishti (Medebay zana) and Hebret (Worei Leke) organized the community for contributing free labour in order to construct houses for the poor and vulnerable;
- c) Helping poor members with provision of resources: some examples can be mentioned like joint harvesting of their produce (Debrebrhan) particularly for elderly and female headed households. Similarly, in Mayquiha, development group members were helping resource poor members in collecting compost/manure using their draught animals (donkey). In Adi-Gishti (medebay Zana) “Gobo- Begait”, which literally means the hill of begait cows was named after it was given to female headed households for grass harvesting.
- d) Volunteer Mobilisation: Some tabias found to involve school drop-outs and 10th grade complete volunteers. Tabia Tsaedanaele for example is mobilizing and involving school drop-out and 10th grade complete volunteers involving them in leadership of development groups, in adult education and other community management works. But, effective volunteer mobilization involves training, mentoring and ongoing supervision. These involve costs to the tabia, though not always included in the budgets.



W/ro Temnit Weldu is a female headed household from Medebay Zana Tabia lemeat. When she noticed the potential for irrigation, she discussed about her plan with her development group. Each of the members contributed free labour for 10 days. She is now ready to grow irrigated crops.

Figure 5 Water Point prepared by self Help Group of W/ro Temnit

4.5 Sustainability of ICBPP

One of the interesting and encouraging signs observed in all woredas and tabias visited is that the ICBPP process is aligned with existing government structures, grass root organizations and institutions and is treated as one component of the development strategy. In fact, it is worth to talk about the reform of the government in involving and empowering communities in their development endeavours through grouping and networking. The evaluators considered this as a great opportunity and potential for the success of the ICBPP.

The sustainability of ICBPP depends on the proper implementation of the plan and on the level of involvement of the stakeholders, which is not always very deep for the moment. The commitment and motivation of woreda plan and Finance Offices to facilitate the ICBPP process is great. Refresher training has been organized to back up the capacity of tabia level planners. Although not mentioned in their plan or report documents, woredas like Kilteawelaelo provided refresher training through partnership with World Vision. This can be one way of maintaining sustainability that should be promoted. The initiative of Worei Leke for supporting stationary material to tabias is another indication for commitment in continuing ICBPP. These are cases in which local governments are trying to find out their ways in handling and internalizing the process. However, given that the Office of Plan and Finance in the woredas is dominated by new and untrained experts with less or no background of planning, the evaluators observed technical limitations in transferring the ICBPP concept and method. Moreover, the refresher trainings in some of the woredas are very shallow and short. For example in Medebay Zana, it is a kind of one hour orientation during yearly meetings in the woreda.

Above all, the commitments observed at the community organizations (*limeat gujile*) are good signs of sustainability. The tabia managers are well organised, have good leadership skills and dispose of sufficient managerial skills to continue. However, preparation of business plans will not guarantee the functioning of planning. More creativity and more innovative skills are needed to develop new initiatives. By way of an example, it can be said that the evaluators have not been able to find out a clear strategy on what to do when uncontrolled risks encountered. To guarantee the organisation sustainability of the development groups special attention and efforts are needed. They have to be

targeted towards leadership training, including planning. Through the existing organisational structure, neighbour farmers had the chance to discuss on their planning and experiences. It is important that women are also involved in decision making positions of organisations such as the tabia level social courts.

5. Conclusion

The Integrated Community Based Participatory Planning (ICBPP) is operationalized in all woredas of the Regional State of Tigray. The implementation process started with two woredas and in two years time, it was scaled up to all the remaining woredas of the region. Although the program is at its infancy stage in the region, it has enabled tabias to compile their own plans into a single plan which was not there before for many tabias.

The evaluators observed and it is also confirmed on a number of occasions by key informants that due to ICBPP, a good level of awareness on planning is created among the community. Community is inspired to participate in planning processes than ever before.

Although limited, the involvement of communities in the planning process through their representatives and group leaders and the use of lower level institutions like *limeat gujile* are promising signs for continuing and institutionalising the ICBPP approach. Qualitative interviews and focus group discussions signified that there are indications that ICBPP is installing a sense of ownership, optimism and positive feelings that community based plans can lead to a better result in development.

The review of plan documents showed however, a significant variation in quality of plans from tabia to tabia. Though tricky to generalize, it can be said that it is generally better in the pilot woredas than in the scale up woredas; and in the woredas that organized refresher training and experience sharing. The document review also indicated that the quality and comprehensiveness of plans is improving over time. Plans prepared in 2011 are by far better than plans prepared in previous years.

The commitment and interest reflected at lower levels especially at the community and tabia levels is an important asset to capitalize for a full operationalization of the program. However, such commitments and high level interests are circumscribed by capacity (both technical and financial) limitations. The increasing staffing of the tabia planning committee by people who did not take training about participatory planning is jeopardizing the use of participatory planning tools in the planning process. Moreover, the absence of a strong monitoring and follow up mechanism, and technical support from the region hampers a sustainable implementation of the program

6. Way forward

Based on the findings, the evaluation team strongly recommends that the ICBPP as a planning tool is vital for the full realization of development activities at the community level and hence its operationalization has to be sustainably carried out in the region. The team also believes scaling up of the program to other regions of the country is feasible if it is accompanied with proper capacity building programs.

To fully operationalize and mainstream ICBPP in the region, the following recommendations are forwarded:

✓ ***Capacity building***

The implementation of the ICBPP in the Tigray region has already set the pace in terms of formulation and implementation of tabia level development plans. Some tabias have done better and were a source of inspiration to other tabias. They should continue generating useful lessons for adaptation in other tabias of the region and other regions of the country.

However, a review of the scope and depth of the planning process especially in following the participatory tools indicated serious concerns. One big factor that threatens effective and efficient implementation of the program is capacity limitation which is observed at all levels mainly at the lower level - tabia level. In spite of the trainings organized at different levels through the ICBPP program, there is need to appreciate that institutional and human resource capacity building is not a one-off process and that support will be needed over the long term. This could be a two step process with orientation about the ICBPP tools every year before planning process begins and a long course especially for the tabia level facilitators who did not take training on ICBPP. This capacity building process has to be institutionalized, supported by budget and be considered as part of the overall capacity building process of the regional government.

ICBPP strongly guides participation of the poor and vulnerable in the planning processes. But, the evaluators observed women and the vulnerable under represented during decisions and votes. Such gaps were created due to the low level of awareness in mainstreaming gender at all levels. This gap can be filled through incorporating gender training as part and parcel of the capacity building process and designing a special strategy in addressing their under representation.

As part of the capacity building process, woredas can make inventory of the manuals at tabia level and devise a mechanism to replace missing manuals. An easy way could be to distribute soft copy of the manuals to woredas so that woredas can easily print and replace manuals when missing from tabias.

✓ ***The use of local level institutions:***

The existence of local level groups such as *limeat gujile* (development group) at the lower level is a fertile ground to bring the planning process to the bottom level possible. Active involvement of such groups in the planning process and in implementation of plans is indispensable. However, serious technical capacity limitation is observed in the development group leaders. The evaluators recommend highly that the capacity building process has to go down to the development group level.

✓ ***Institutionalizing ICBPP and technical backup:***

The regional steering committee which was established as the core team in the initial stage of the program and recently reformulated as the regional steering committee is a convenient ground to provide invaluable strategic oversights of the ICBPP review and refinement process. However, the committee has been non-existent during the implementation process. This has created a gap in formulating a proper follow up of the implementation and further refinements in the process. It has also been a reason for the low level of sense of ownership, interest and momentum at the regional level. It is thus valuable to strengthen and institutionalize the regional steering committee to advance the course of the ICBPP in the region.

✓ ***Legal framework and commitment***

Institutionalizing of ICBPP has an implication on the overall budgetary system of the region. NGO's and partners can participate up to certain level and time but for the future, government has to take over the related costs. Though the evaluators observed high interest on policy makers, more commitment and actions including approval of the ICBPP on the cabinet meeting at regional level

will be required. Moreover, the responsibilities and positions of tabia and woreda cabinet to approve their own plan should be set clearly.

✓ ***Networking and partnership:***

ICBPP is operating in an encouraging way. New initiatives and challenges are coming up which require networking and partnership. The Intervention of ICBPP should be linked up with its publicity and ongoing promotion. The evaluation team suggests visibility of the ICBPP in terms of displaying success stories and call for partnership not only for using potentials but also for addressing challenges. This calls for developing a communication strategy for ICBPP including but not limited to using leaflets, websites and orientations to relevant staff of sector bureaus and other development partners.

✓ ***On planning process:***

A fundamental prerequisite for the effectiveness of any lower level planning process is the existence of a reliable data/information base. This calls for the establishment and/or strengthening of institutional mechanisms for data collection, entry, analysis and dissemination mechanisms to support decision making processes, especially at lower levels.

Furthermore, documentation is key element in facilitating the planning process and information sharing within and outside the tabias/woredas. These documents were not easily available and accessible during the evaluation. Proper documentation of the plans, reports and guides/manuals is important not only for the follow up of the implementation but also for appealing financial assistance and creating partnership.

Ensuring linkages for integrating tabia level plans with woreda and regional level plans is a fundamental issue that would enable a sustainable and a more effective developmental plans at all levels. Thus every effort needs to be made to rationalize the sequencing of the planning processes at various levels, so as to ensure that community action plans meaningfully inform policy making at higher levels.

Plans prepared at tabia level and woreda level is more inclined to being activity based. But following the priorities and objectives of the ICBPP, these need to be outcomes focused and strengths based. This sets the basis for organisational and individual performance assessment, and allows for regular review and planning revision. This calls for orientation and training to be organized to woreda level and tabia level staff on results-based management principles. Moreover, the evaluation and monitoring part of the manuals need to be further tuned towards results-based evaluation and planning. On this case, the evaluators are not sure if there is enough capacity in the region and suggest external technical and financial support in promoting the result based planning.

As woreda Plan and Finance is responsible for the follow up and facilitation of plans and achievement reports, it is important for the office to have a mechanism in which achievement reports could also be received and followed.

The evaluators recommend for the use of simplified planning formats including for strategic plan. This can avoid the confusion and misunderstanding during plan preparation. In addition, there is a need for standardizing the planning and reporting formats; this could be the task of the steering committee. The current formats need to be revised not only for simplicity but also for accommodating gender disaggregated reporting.

✓ ***Establishing system for monitoring and evaluation***

The importance of developing a strong monitoring and evaluation system and a way of providing technical assistance requires emphasis. Many of the implementation problems mainly those related

to using participatory tools in the planning process that ultimately hindered its success, could have been minimized and slowly resolved through timely monitoring and evaluation. Thus beyond the traditional menu of interventions, effective operationalisation of the ICBPP requires for institutionalization of robust monitoring and evaluation system. This could be done using participatory monitoring techniques that involve the community both in developing and tracking indicators.

The evaluators felt for the need of a mechanism in which communities get feedback on the performances of the planned activities through reporting and regular monitoring which is not the case now. This can strengthen the common accountability of the community and local administrations. It is also important to monitor and ensure that poor people are included in the planning process and their interests addressed in the plans.

✓ ***Promotion of locally relevant packages:***

As it has been witnessed up, community participation has improved after introduction of ICBPP mainly tabia level planning of service provision activities. However strong top down influence has been observed at household level planning which needs further attention. When individual's participation in planning is high then societies can own the plan and at the same time are responsible to what they designed ensuring the distribution of locally relevant packages with demonstrated field testing and flexibility with regard to nationally/regionally defined benchmark packages is important in order to overcome the shortcomings of package interventions. This is especially important for household planning in food insecure or low productivity areas. DAs with knowledge of local needs and practices should be empowered to help to formulate relevant, location-specific planning.

✓ ***Ensuring the participation of poor women and vulnerable***

In almost all of the visited tabias, the proportion of female headed families is reaching above 35%. The evaluation team believed that this issue has to be addressed in a separate study. However if poor women and vulnerable have to participate fully in the planning process, it should be coupled with a livelihood special strategies and support programs. None governmental organizations can greatly fill this kind of budgetary gaps.

✓ ***ICBPP facilitation***

The evaluators observed facilitation gaps during the planning processes, while many of the tabia managers who are supposed to facilitate the process are new. Given the low capacity at all levels, it is very important to consider hiring/ assigning ICBPP coordinator to facilitate the overall planning process.

✓ ***Expansion to other regions***

Finally, despite some slight differences that can occur from region to region in terms of, commitment, functionality of local level institutions, and cultural differences etc, it is believed that the good lessons learnt from the experience of implementation of the ICBPP in Tigray could be strong building blocks for an efficient and effective expansion of the program to other regions of the country. All the concerns raised and suggestions made about the implementation of ICBPP in Tigray are important points that require close scrutiny in expanding the program to other regions. However, it is advisable to first start with the policy makers' commitment and cabinet approval.

7. References

1. 2005. *Community based planning and the idp, Guide 1: Guide for Decision-Makers in considering Community-Based Planning linked to the IDP*, Produced by African Institute for Community-Driven Development (AICDD) and Development Works.
2. 2005. *Decentralization in the Philippines: strengthening local government financing and resource management in the short term*, World Bank, Washington, DC, USA.
3. BoFED (2010): “Five Years (2010/11 - 2014/15) Growth & Transformation Plan,” Tigray regional state.
4. Budlender, D; Reyes, C; Melesse, M. 2008. *Facilitating evidence based and gender-responsive budgeting through the use of CBMS: lessons from pilot projects*. Community based Monitoring System (CBMS) Network.
5. Hettige S. (2005). *Poverty monitoring, empowerment of local communities and decentralized planning in Sri Lanka*. PEP Working Paper 2005-05, PEP, Manila, Philippines.
6. <http://en.wikipedia.org/wiki>
7. Khanya (2004), *Community based planning-making the link between micro and meso – learning from experience on community-based planning and management*, Bloemfontein, managing rural change, South Africa .
8. Kusek, Jody Zall, and Ray C. Rist (2004). *Ten Steps to a Results-Based Monitoring and Evaluation System*, The world bank, Washington DC.
9. Mkhize , Hans P. Binswanger, P. de Regt, Jacomina and Spector, Stephen,(2009): *Scaling up local and community driven development (LCDD), a real word guide to its theory and practice*, World Bank.
10. MoFED (2010), “Five Years (2010/11 - 2014/15) Growth & Transformation Plan,” Ethiopia, Addis Ababa

8. Appendices

Appendix 1. List of Documents Consulted

1.1 Regional level Documents-

1.2 Woreda level Documents

- Plan documents of the four woredas namely: Hawizien, Kilegeawlaelo, Medebay zana, and Werie Leke
- Sectorial Plans of the four woredas including:
 - Administration
 - Office of Planning and Finance
 - Office of Water Resource, Mining and Energy (WRME)
 - Office of Education
 - Office of Health
 - Office of Agriculture and Natural Resource Management
 - Women Affairs Office and Women Association
 - Locally operating NGOs

1.3. Tabia level documents

- Plan documents for four consecutive years(before and after ICBPP)
- Tabia progress reports for four consecutive years(before and after ICBPP)
- Tabia five year strategic plan
- Different charts, tables, minutes and correspondence letters with woreda

1.4. Individual farmer business plans

Appendix 2 Planning Experts by Job Title, Academic, Experience and ICBPP Training

Woreda	Job title	Profession	Qty	Experience (Year)	ICBPP training
Hawzien	Planning and finance head	Msc in Urban Management	1	<1	No
	Planning coordinator	BA in Management	1	<1	No
	Planning expert	NA	NA	NA	NA
	M&E expert	BA in Management	1	<1	No
	Budget Expert	BA in Management	1	1	No
	Database	BA in Management	1	<1	No
	Secretary	Diploma in Secretarial science	1	1.5	No
Medebay zana	Planning and finance head	BA in Economics	1	5	No
	Planning coordinator	BA in Management	1	2	No
	M&E expert	NA	~	~	~
	Budget Expert	BA in accounting	1	3.5	No
	Data base	Diploma in IT	1	3	No
	Secretary Plan expert	BA in economics	1	3.5	Yes
Kilte awlaelo	Planning and finance head	Msc in Urban planning	1	5	Yes
	Planning coordinator	BA economics	1	4	Yes
	Planning expert	BA in management	1	4.8	Yes
	M&E expert	BA in Accounting	1	<1	No
	Budget Expert	NA	~	~	~
	Data base	BA in management	1	1.5	No
	Secretary	NA	~	~	~
Werie Leke	Planning and finance head	BA in economics	1	6	No
	Planning coordinator	BA in management	1	>3	Yes
	M&E expert	BA in management	1	<1	No
	Planning expert	NA	~	~	~
	Budget Expert	BA in economics	1	3.5	No
	Data base	BA in mgt	1	2	No
	Secretary	Diploma in sec	1	3	No

Appendix 3 ICBPP Training by number, composition of trainees and Duration					
Nr.	Year	Type of training	No. of trainees	Composition of trainees	Duration of training
1	2009	Training of trainers in pilot woreda	7 trainees from each woreda	Development agents/experts from major sectors at woreda level (Education, health, Agriculture and Natural Resources, WRME, planning and Finance and Women Affairs)	7 days
2	July 2009 (Hamle 2001 E.C.)	Training of ICBPP at tabia level for development agents – pilot woredas	16 people from each tabia	development agents, tabia chairperson, tabia manager, representatives from associations (farmers association, women association and youth association), representatives from woreda and from NGOs	5 days
3	2010 (2002 E.C.)	Training of ICBPP at tabia level for development agents – 25 expansion woreda	A total of 4114 people from 25 woredas trained (8 people from each tabia)	Development agents, tabia chairperson, tabia manager, representatives from associations (farmers ass., women ass. and youth ass.)	5 days
4	2010 (2002 E.C.)	Training of ICBPP at tabia level for development agents – 19 expansion woredas	A total of 1560 people from 19 woredas trained (8 people from each tabia)	Development agents, tabia chairperson, tabia manager, representatives from associations (farmers ass., women ass. and youth ass.)	5 days
5	2010	Experience sharing	125	Planning coordinators, planning experts and data analysts drawn from 46 woredas of the region	3 days
7	2011	Experience sharing and refresher training in four woredas	776	Tabia level planning team	2 to 6 days

Appendix 4 List of Participating District Level Stakeholders and Experts by Study Woreda

Kilteawlaelo	Hawzien	Medebay zana	Werie Leke
Teklay G/medhin-Head Planning and Finance and V/administrator	Yemane Aregawi-Office head	Abeba Kiros-Public affairs head	Abebe Teshome-Woreda Administrator
Aklilu-Planning expert	Alem zeray-Head Planning and finance	Teberih Kebedew-v/chair for Plan and finance	G/yesus Zeru-WME head
G/hiwot Simur-Administrator	Mulu H/Selassie-V/head Planning and finance	Getachew Gidey-Planning expert	Awotash Teklehaymanot-Schoold v/director
Seyfe Abraha-Planning and finance		Maasho W/giworgis-Planning coordinator	Yebrah kahesay: NGO (REST)
Aklilu G/her: planning expert		Amare Berhe-Database	Tirfu abera- women affairs head
Wolday- education planning		Alem Berhe-Plan and Finance	Tarik Kidane – Office of justice head
Kalayu-education head			G/yesus zeru: Water, Mining and Energy head
Ketsela Fiseha-head BoARD			Sister Roman Araya – Health Office
Taddesse- expert BoARD			Yalem G/Medhin – Health Office
Fitsumberhan W/aregay: Health head			
Yohhannes h/selassie- Helath surveillance			
Belay Abebe- Health planning Officer			
Kinfe-Health Protection			

Appendix 5 List of the Community focus group Discussions of the Tabias

Gule	Adigieshti-	Tsaeda Naele	Hakfen	Hebret	Maykinetal
Heterogeneous group	Heterogeneous group	Heterogeneous group	Heterogeneous group	Heterogeneous group	Farmer Cooperative
Tesfagebriel G/medhin	Kes Kiflay Haile	Atsede Tekelu	Gebretensaie Tewelde	Weldu Gebregziabher	Negash G/Tinsae-member
Haleka Abreha G/medhin	Haylay G/haweria	Lemlem Girmay	Mesfin Kahesay	Negasi Guesh	Kidu-Member
Haylay Semere	Tesfay Fikadu	Teken Kahsay	Tsegay Haile	Gebreabzgi Abadie	Youth cooperatives
Hintsa G/selassie	Tadesse G/michael	Shefena Girma	Guesh Gebrehiwot	Teshome Gebreabzgi	Amanuel G/medhin-chairman
G/her G/meskel	Teklu w/gebriel	Negesti G.Selassie	Amare Areaya	Gebremedhin Tesfay	Shoe shiner
Women group	W/abezgi Mesfin	Gedena Hadequ		Zemichael Haile	Mulugeta Gidey
Tsige Hagos	Teshome Mekonen	Abreha Wolday		Mirutse Negash	
Kidan Wolday	Abrehaley G/Selassie	Youth group			
Abeba kahesay		Negesti Kahesay			
Hiwot W/selassie		Yemane Hadush			
Azeieb meuze		Gidey Gebretsadikan			
		Hayleselassie kahesay			
		Tesfakiros desta			

Appendix 5 (continued)

Hebret	Lemeat	Tseftsef	Kihen	Selekleka:	Mayquiha:
Women group	Heterogeneous group	Women group	Women group	Heterogeneous group	Women group
Almaz Mekonen	Mussie Tsegay	Letebrehan Tesfagiorges	Girmay Kassa	Woldemariam Gebreegziabher	Letebrehan Hailu
Abrhet Giday	Hailay Tesfay	Tsegay gebretsadik	G/hiwot Hagos	Gebreegziabiher haile	Assefu Aregawi
Biserat Gebrewahid	Birhane Gebrehiwot	Aregawi Berhe	Mebrat G/mariam	Ajebe dest	Mulu Embay
	Meheret Gebreyohannes	Tekelay Abreha	Kiros G/selassie	Tsegaay gebre- shoe polisher	Taemo Aredu
	Gebregziabher G. Michael	Tsege Gebreselassie	Haile Abreha	Tamene brehane	Tsegie Tekelay
	Medhen Tareke	Aebrehiwot	Kahsay Negash	Gebremedehin gebreabezegi	
	Tesfatsyon Abereha		Mulu Hagos	Tewolde gebreselassie- trader (youth)	
	Gebrerufael K.Mariam		Women group	Negus Asmelash-Teacher	
			Negesti Tsegabirhan	Miruts Kidane- Ex-solider	
			Zemide Desta		
			Alemash Wubneh		
			Zegeyesh kassa		
			Amete Gebrehiwot		

**Appendix 6 List of Tabia Planning Committee by study Tabias:
(a) Woreda Kiltawlaelo**

Tabias			
Gule	May Quiha	Tsaeda Naele	Kihen
Abeba Aregawi- Health	Abrha Fissaha	Wubayoh	Haleka Kebede Kahsay-Tabia court
Nigisti Gebru-health	Tsegay Mesfin	Kindehafti	Niguse Abreha-Youth affairs
W/abreha –Tabia manger	Gebremedhen Sumur	Aregawi	Kibatu G/medihin BoARD
Abadit G/hiwot –chair women affairs	Kidane Gebremedhen	Beyene	Teklezgi Abay-respected resident
Taame Bisirat-DA natural resources	Gebreyohannes Fikur	Atsebeha	Yemane Girmay-networking
Abreha Mebrahtu-DA animal resources	Ebuy Tekelay	Hiluf	Tekle Berhe-respected resident
Haleka G/selasies Eyasu-Tabia finance	Birhane	Aregawi	Kalayu G/yesus Farmers association
G/here –school director	Mehari	Berhane- tabia chairman	Tekea Desta- Women Ass.
Haftay Gebru-Tabia chair person	Selase Mulugeta	Fisehaye	G/yesus Miruts-Tabia Chair person
Haileyesus Yigzaw- Youth association	Atsebeha Halefom	Hadush- land use	Komah Mebrahtu-tabia manger
	Mulu Gitete	Mearu-DA	Hailu Abera-social court
	Abreha Fissaha	Melish-women’s association	G/her girmay-V/chair person
	Girmay Zeferu	Berhe-Youth	
	Kes Gebremariam Hailu	Hadegu	
		Hische Kiros	
		Kidane Haylu- tabia manager	

(b).Woreda Hawzien

Tabias			
D/Birhan	Koraro	Shelewa	Hatse
Atakilti	Hailezgi Alemayehu – tabia chairman	G/her Birhane-Tabia Chair man	Haftay G/medhin-Manger
H/wolay hailu	Abreha Girmay – Tabia manager	Teklay G/cherkos-propoganda	Haleka Kahsay Girum-Tabia chair person
Abreha Reda	Constable Kinfе G/Ezgi	Tadesse Debalkew-networking	
G/giorgis G/kidan	Amete Birhan – Women Affairs	Tewelay G/hiwot-Public relation	
G/medhin Reda	Bahre Tesfay	G/her G/Selassie -BoARD	
Tsega G/selassie		Kahsay Tsegay-Youth affairs	
G/tsadikan Hailu		Hiwot G/gergis-Women affairs	
Abreha Hadus		Mezgebe Alemayoh-Police and security	
Hailay Tuquab		Zeru G/Mariam-water resources	
Atsbiha Wolay		Yohannes G/gergis-Finance	
H/mariam Kebedew		H/Selassie Kidu-School director	
Genet Aregay		Tsige G/hiwot –Health	
Goitoytom Mezgebe		G/Selassie Gebru-Court	

Atsbeiha Gidey		Yemane Gebru-Social affairs	
		G/kidan G/Michael-DA	
		Birhan G/Michael-Health	
		Tsehay Alemayoh-Women ass.	
		Haleka Kidu Tekle-Farmers ass.	
		Teklay Kidu- youth Ass.	

(c). Woreda Werie leke

Tabias			
Maykinetal	Maychikamte	Tseftsef	Hibret
Kinfe Yiebe-Manger	Haleka Fiseha G/Selassie-DA	Brhane Bihon-tabia manager	G/medihin Tareke
Kiros Abera-chair person	Birhane Kassa-Finance	Mebrat Gebrmedhin-health extension	Kes G/her G/Michael
Nigisti G/her -Health	Tsige G/her	Gebramelak berhane-rural development	Hailay Tesfay
Awotash T/haymanot- school V/director	Yitbarek Haftu-Land admin.		Hadis Teklenchiel
ZeMichael Mehari-Women ass.	Gidey Woldu-water resources		Kidan Kidu
Tewolde Legesse-Youth Ass.	Zemichael Tsegay-Manger		Hailay G/meskel
	Teklay G/gergis-Chairman		G/hiwot Kidu
	Tsehaytu-Mineral		Kes Ounkotsion Telku

			Kes kiros kidu
			G/rufael K/mariam ‘f

(d). Woreda Medebay zana

Tabias			
Selekleka	Lemat	Adi giesti	Hakfen
Yalem Hagos- Trade and Industry	Kes Berhe Abreha	Ataklti Abreha	Woynalem Haile-Health
Lestay Gebremedhin-Women’s association	G/Selassie Berhe	Lemlem Abera	G.michael G/medhin-chair man
Tetemike Mesfin- security	Tsehaynesh Hailesilassie	Debesu Tekie	Kewani Araya-Youth League
Lemlem Godefay	Amira Mohammed	Beyene Mekonen	Bahta G/her-Propoganda
Luchia Gebrkirstos	Kes Mekonnen Abreha	Hagos Hailu	Muruts Kahsay-Finance
Lia Tikue	G/Medhin Demewoz	Halefom Mekonen	Haleka Yibralem Tareke-Meseretawi widabe
Million Kafil	Atsibeha Fisseha	Ferej Zihabu	Nigus Abadi-DA
Sendel Adem	Hagos G/Hiwot	Sisay Tekle	Guesh Gebru-Public networking
Aynale Tedela- health extension	Nigus H/Silassie	Mahlet Berhe	Abraha Berhe-DA
Tadesse Hagos-tabia chairman	Kes G/Silassie G/Meskel	Nigisti Berehe	Mebrahtom G/hiwot-House

			speaker
Kassahun Tekelay- education	Letebrihan Tekie	Haile Fiseha	
Haylesselassie Abera-	Wagaye Berhane	Gomeri Gidey	
Yirega Tesfahugnen- water resources	Tsegay Abadi	Tewode Mebrahtu	
Abreha Takele	Desta G/Tensea		
Solomon Kahsay - manager	Fisseha G/Egziabher		
	Gidey G/Kidan		
	Alganesh Abreha		
	W/Selama G/Tensae		