



DIAGNOSTIC ASSESSMENT REPORT

Implementation of County Integrated Monitoring and Evaluation System in
Frontier Counties Development Council Counties



Monitoring and Evaluation Directorate
State Department for Planning
The National Treasury and Planning

July 2020

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Abbreviations and Acronyms

ADP:	Annual Development Plan
CA:	County Assembly
CAPR:	County Annual Progress Reports
CECM:	County Executive Committee Member
CIDP:	County Integrated Development Programme
CIMES:	County Integrated Monitoring and Evaluation System
CO:	Chief Officer
CoG:	Council of Governors
COMEC:	County Monitoring and Evaluation Committee
CS:	County Secretary
FCDC:	Frontier Counties Development Council
IP:	Implementing Partners
KDSP:	Kenya Devolution Support Programme
KNBS:	Kenya National Bureau of Statistics
M&E:	Monitoring and Evaluation
MCA:	Member of County Assembly
MDAs:	Ministries Departments and Agencies
MED:	Monitoring and Evaluation Directorate
MTR:	Mid Term Review
NGOs:	Non-Governmental Organization
NIMES:	National Integrated Monitoring and Evaluation System
PS:	Principal Secretary
SDG:	Sustainable Development Goals
SDU:	Service Delivery Unit
SMS:	Short Text Messages
TOC:	Technical Oversight Committee
UNDP:	United Nations Development Programme
UNFPA:	United Nations Population Fund
WFP:	World Food Programme



Message from the Director



The National Treasury and Planning through the Monitoring and Evaluation Directorate (MED) is mandated to coordinate the implementation of the National Integrated Monitoring and Evaluation System at the National level and the County Integrated Monitoring and Evaluation system at the County level. Over the years, MED in collaboration with development partners especially the United Nations Development Programme (UNDP) has continued strengthening monitoring and evaluation (M&E) systems at both levels (national and counties). The technical and financial support has enabled delivery of strategic capacity building initiatives to counties including: Trainings, learning and knowledge sharing; development of County Integrated Development Plans (CIDP) indicator handbooks; development of county integrated monitoring and evaluation systems (CIMES) guidelines; mainstreaming of cross-cutting issues including climate change, gender and human rights; and formulation and review of County M&E Policies.

These are meant to assist the counties in operationalizing CIMES which is key in tracking their development programmes. However, it was noted that despite these interventions, some counties especially Frontier Counties Development Council (FCDC) counties were lagging behind in their operationalization and institutionalization of CIMES. This prompted MED in partnership with UNDP to establish the level of implementation of CIMES through a diagnostic assessment. The findings of this assessment, which are documented in this publication, will significantly contribute to M&E capacity building of counties. This County Diagnostic Assessment Report covers eight counties namely; Garissa, Isiolo, Lamu, Mandera, Marsabit, Tana River, Turkana and Wajir.

I acknowledge with gratitude the support from UNDP and its Donor, the Government of Norway, through the “Strengthening Devolved Governance in Kenya” project for supporting the initiative and ensuring successful implementation of the activity and printing of the report. I also appreciate the county chief officers and directors of planning from the eight FCDC counties for their cooperation and collaboration during the assessment. I look forward to continued partnership.

I would like to thank the technical staff of Monitoring and Evaluation Directorate for their hard work, commitment and dedication to ensure successful and timely completion of the activity and the final report. I also take this opportunity to thank all those who, in diverse ways, made the activity and production of this report successful. Finally, I would like to assure users that this report will be disseminated to all relevant stakeholders and all the recommendations implemented to ensure complete operationalization of CIMES. This report can be found on the websites of the National Treasury and Planning: www.treasury.go.ke and that of the Monitoring and Evaluation Directorate: <https://monitoring.planning.go.ke/> or <https://planning.go.ke/>.

David Kiboi

Ag. Director, Monitoring and Evaluation Directorate

Executive Summary

This report is a diagnostic assessment for implementation of County Integrated Monitoring and Evaluation System (CIMES) in eight counties under the banner - Frontier Counties Development Council (FCDC). The target counties are Marsabit, Isiolo, Garissa, Turkana, Lamu, Tana River, Wajir and Mandera within the month of February 2020. The report presents the current status of CIMES together with a monitoring and evaluation (M&E) assessment in these target counties, gaps and challenges, proposed interventions and required support. The overall objective of the assessment is to provide guidance in strengthening the monitoring and evaluation function as a strategic pillar through operationalization of CIMES in FCDC counties. Specifically, the objectives of the diagnostic assessment was to; assess the extent to which target FCDC counties have operationalized the various components of CIMES, obtain information for evidence-based guidance to the Monitoring and Evaluation Department (MED) and Partners on necessary M&E technical support that respective counties require to have a fully functional CIMES and apply the study findings to tailor make county specific programme capacity enhancement interventions.

The diagnostic assessment was conducted by the Monitoring and Evaluation Directorate (MED) with support from the United Nations Development Program (UNDP) through the “Strengthening Devolved Governance in Kenya” project. A diagnostic tool was used to conduct key informant interviews and focus group discussions and the assessment established that the eight FCDC counties were at various levels of implementation of CIMES. These eight counties have made significant progress in establishment and implementation of CIMES although none has a fully operationalized CIMES. Specifically, the assessment revealed that two counties, Turkana and Tana River, had an approved M&E policy while six of the counties had a draft M&E policy at various levels of validation and approval. Only Turkana county had initiated and was in the process of preparing an M&E bill. There are varying levels of awareness on CIMES and understanding of the importance of M&E in all the eight counties and among the county Government departments as well. There is inadequate technical capacity to implement CIMES both in terms of number of M&E officers and the requisite technical skills. Most counties do not have M&E focal persons in each department. The available few are either economists or other officers whose technical capacity is inclined towards their areas of expertise and not M&E. As such, M&E is an additional responsibility and due to competing assignments, this often compromises the delivery of the M&E function. In addition, none of the eight counties assessed had established all the M&E committees as per the CIMES guidelines. Most counties have established the county monitoring and evaluation committee (COMEC) though some were inactive or meets at least twice a year.

In general, all the eight counties assessed have weaknesses in data collection, reporting and communication. The M&E reports in all these counties rarely inform decision making at the county level. However, all the counties had a County Integrated Development Programme (CIDP) indicators handbook

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for reporting on progress in the implementation of CIDPs. Further, in all the counties, financing of M&E was either low or hardly there. Most counties expect that this would be addressed through approval and implementation of the M&E policy. A number of challenges were noted which were cross cutting in all the eight counties. These include; lack of political good will from the county top leadership, lack of appreciation of M&E since most see it as an oversight tool, weak or low technical capacity of staff, absence of M&E champions, lack of or inadequate M&E budget, and conflict between roles of Governors Delivery Unit (GDU)/Service Delivery Unit (SDU) and the M&E unit among others.

To address these challenges, there were general agreements by all the county Government departments and the department responsible for M&E on corrective interventions. These include the need to sensitize the county executive top leadership, the county assemblies and the county public service board on the importance of M&E. It also includes training of Governors/Service delivery units and M&E units and clarification of their roles to ensure effectiveness and efficiency in the county. Further, issuance of a circular by the Council of Governors (CoG) and State department for planning to distinguish between the roles of the two units (GDU/SDU and M&E Unit) is needful. It is also necessary to entrench continuous capacity building of technical staff in the M&E unit and the M&E focal persons in the departments due to the frequent staff turnover. Moreover, recruiting more M&E staff so that the M&E unit can have M&E officers seconded to each department to lessen the burden of the focal persons weighed down by departmental duties and ensure finalization of the M&E policy to solve issues of staffing and budgeting. In addition, progressive implementation of the proposed/planned interventions under specific sections in this report will greatly contribute to a strong and sustainable county results-oriented M&E system.



1.

INTRODUCTION





Monitoring and Evaluation (M&E) is critical in realizing the objectives of development policies, programmes and projects. In Kenya, the responsibility of ensuring effective and efficient M&E structures falls on national and county Governments. It is through such an effective and efficient structure that ensures the realization of any goals and objectives of development plans. In this regard, the State Department for Planning has the mandate of capacity building and provision of technical assistance to both Ministries Departments and Agencies (MDAs) and counties on matters of planning, monitoring and evaluation. The focus is to improve the quality of data for policy, planning, budgeting purposes and evidence based decision making. The State Department for Planning is also charged with the role of tracking economic trends. In this regard, the State Department established the National Integrated Monitoring and Evaluation System (NIMES) to facilitate tracking and reporting of economic performance on a regular basis.

Over the years the Monitoring and Evaluation Department, (MED) under the State Department for Planning, has continued to coordinate the implementation of the NIMES. The main objective of the NIMES is to provide the Government with a reliable mechanism for measuring the efficiency of delivering on Government programmes and projects and the effectiveness of public policy in achieving intended goals. The various complementing agencies of NIMES include Vision Delivery Secretariat (VDS), Presidential Delivery Unit (PDU), National Economic and Social Council (NESC), African Peer Review Mechanism (APRM) and Sustainable Development Goals Unit. The national Government has therefore continued strengthening the institutional framework for NIMES to ensure that all programmatic activities by national, county Government, and development partners are monitored effectively and efficiently.

To realize its agenda, the State Department has had a long working partnership with UNDP which provides technical and financial support towards strengthening the NIMES and CIMES. In addition, The State Department for Planning through the Monitoring & Evaluation Department (MED) is one of the implementing partners (IPs) of the “Strengthening Devolved Governance in Kenya” project undertaken by UNDP. Among the project pillars are to implement functional performance management, monitoring and evaluation, and data management systems. MED is therefore charged with the responsibility of strengthening county M&E systems under these pillars.

Since adoption of the devolved structure of governance, UNDP has supported various initiatives to ensure that the capacity of county Governments to undertake M&E is strengthened. Such initiatives include development of county M&E policies and systems, supporting learning and knowledge sharing, development of County Integrated Development Plans (CIDPs) indicator handbooks, development of M&E frameworks for the CIDPs and sensitization of counties in M&E among others.

2.

RATIONALE OF THE ASSESSMENT





Much as MED, UNDP and other development partners have been instrumental towards support of counties, the results have been diverse with some counties performing better than others. Most counties are therefore at different stages of implementation of CIMES. This implies that a “one size fits all” approach is not the solution for counties. The need to develop specific county-responsive M&E solutions and a diagnostic assessment for counties was deemed necessary to establish the current status and gaps of counties M&E. The Frontier Counties Development Council (FCDC) counties were identified for the first phase of this diagnostic assignment since they are the target counties under the UNDP’s “Strengthening Devolved Governance in Kenya” project. It is important to point out that FCDC counties were targeted by the project because of their low level in terms of poverty and human development indices and the commitment to leave no one behind.

The Monitoring and Evaluation Directorate in collaboration with UNDP conducted a diagnostic assessment to the extent of operationalization and institutionalization of CIMES in FCDC counties in February 2020. The findings from the assessment were expected to give evidence-based status of counties’ CIMES. This report provides the findings of the assessment as well as key priority areas of technical support for the counties to have fully functional CIMES. The report is organized as follows; 1.0 Introduction, 2.0 Rationale, 3.0 Objectives of the assessment, 4.0 Methodological approach of the assessment, 5.0 Findings from the assessment, 6.0 Conclusion and 7.0 Recommendations and way forward.



3.

OBJECTIVES OF THE ASSESSMENT

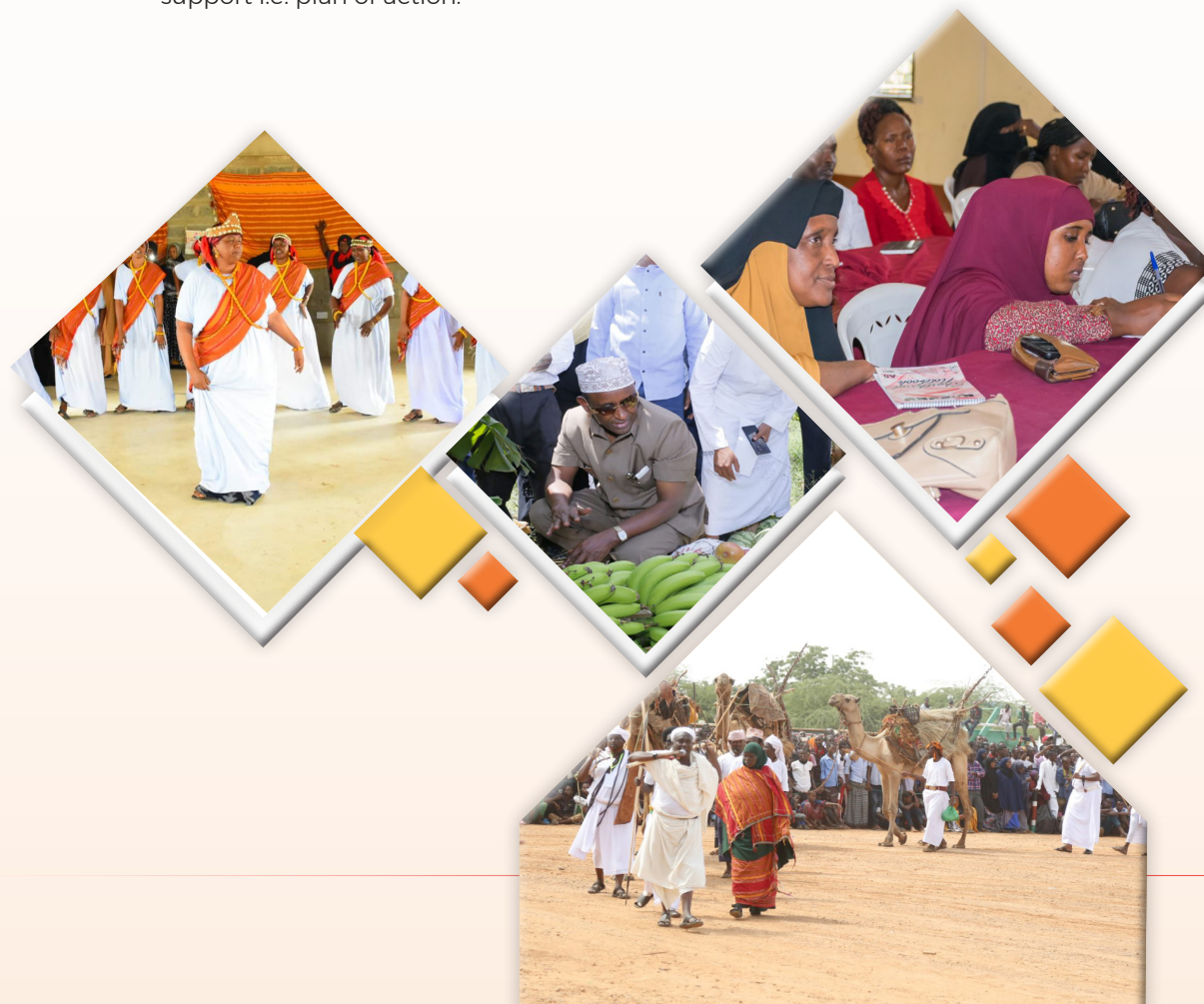




The overall objective of the assessment was to establish the status of implementation of CIMES in FCDC counties.

Specifically, the assessment sought to:

- Assess the extent to which target FCDC counties have operationalized the various components of CIMES.
- Obtain information that will provide guidance to MED and Partners regarding the M&E technical support for respective counties to have a fully functional CIMES.
- Use the study findings to tailor make county specific support programme for in-county support i.e. plan of action.



4.

METHODOLOGICAL APPROACH



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The assessment involved collection of both qualitative and quantitative data from all officers involved with M&E in the respective counties. This data collection was mainly through key informant interviews, focus group discussions and desk reviews. The assessment was conducted in eight FCDC target counties namely Garissa, Isiolo, Lamu, Mandera, Marsabit, Tana River, Turkana and Wajir by MED officers.

A diagnostic assessment tool with various indicators on key CIMES components was incorporated as well as open consultations with county departments. The county teams/officials consulted included coordinating department led by the County Executive Committee Member (CECM), Finance and Economic Planning and Directors from the various departments (Trade, Tourism and Industrial Sector, Agriculture, Health, Livestock and Fisheries, Culture, Arts and Social Services and Administration).



5.

FINDINGS FROM THE ASSESSMENT





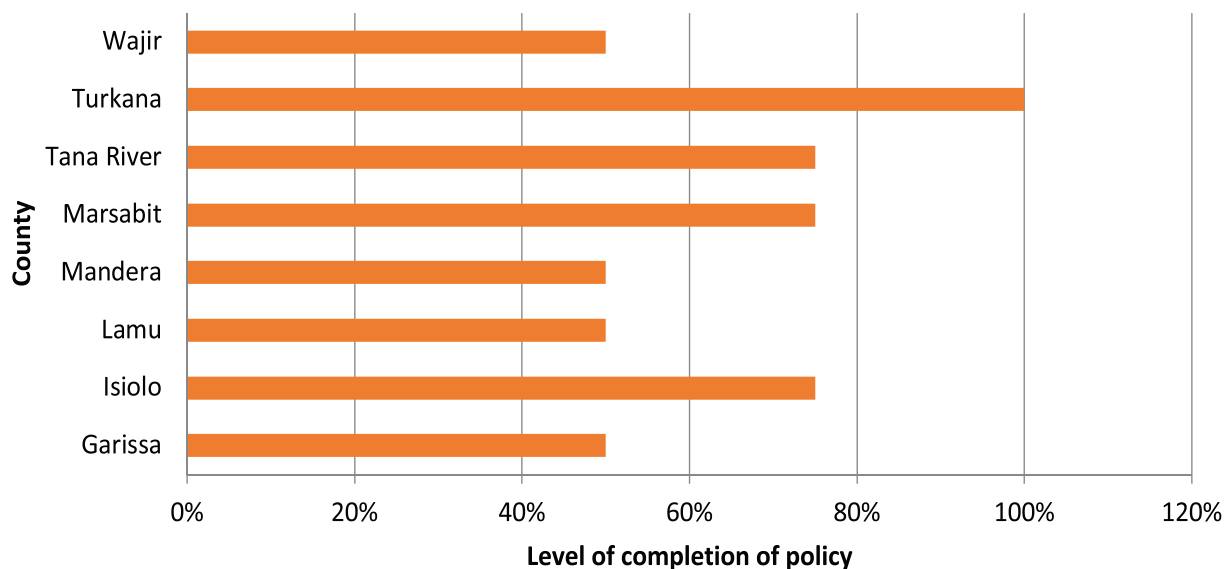
5.0 Findings from the Assessment

This section presents the findings from the assessment for each county based on thematic areas- M&E Policy, CIMES Structures, Data Collection, Reporting and Communication, and M&E financing.

5.1 M&E Policy

A summary of the counties with a M&E policy is presented in Figure 1. All the eight counties have a draft M&E policy but only Turkana county has the policy approved by the county assembly. However, the M&E policies of Marsabit, Isiolo and Tana River counties have been finalized but yet to be approved by the county assembly.

Figure 1: M&E policies and M&E structures by County



The next section presents a brief on the status of M&E policy for each of the eight counties.

Garissa County: Garissa county has a draft M&E policy but has not been approved by the county assembly. The department concerned is currently lobbying for approval of the policy. Since the county has not developed the M&E bill, it will require support to develop it.

Isiolo County: It was noted that Isiolo county has a draft M&E policy which was developed through participation by all departments. The policy has however delayed getting cabinet approval occasioned by frequent changes of CECs in the last two years. The implementation of the policy has also been slow due to financial constraints. After the policy is approved, the county would require support to develop the bill.

Lamu County: Lamu county has a draft M&E policy which was forwarded to the cabinet for approval in October 2019. The cabinet has requested for sensitization on the policy to facilitate approval, which has not been done due to budgetary constraints. Once approved, the county intends to prepare an M&E bill which will provide an appropriate legal framework for M&E in the county. Some of the areas that the county will require support include sensitization of the CECMs, COs and MCAs on M&E and the M&E policy; Preparation of an M&E bill and dissemination of the M&E policy.

Mandera County: Mandera county has a draft M&E policy. The county plans to finalize and have it approved by the county cabinet after which it will be implemented. The county also has a draft M&E bill, but it is yet to be finalized.

Marsabit County: Marsabit county has a draft M&E policy that has been submitted to the executive awaiting approval. After approval it will then be published and disseminated. Notably, this policy has taken too long to be approved due to lack of good will from the top leadership who do not seem to understand the need and importance of M&E as a management tool. M&E is perceived as a policing tool or an audit tool. It was highlighted that for M&E to get its place in the county, there was need to sensitize the legislative and executive leadership in the county (MCAs, CECs, and COs) about M&E being a results and accountability tool for county performance. This may result to prompt approval of the policy and further development of the M&E bill to be presented to the county assembly. The county expressed the need for support in drafting the M&E bill after the approval of the policy.

Tana River County: The M&E Policy for Tana River was finalized with support from UNDP and has been approved by the cabinet. Its implementation is scheduled to commence in the fourth quarter of the 2019/20 financial year. The county Government has set aside funds to facilitate the implementation of several activities as outlined in the policy. The county will first implement the policy for at least one year then conduct a review, whose findings will inform the development of a M&E bill.

Turkana County: Turkana county is one of the first counties to have developed a M&E policy during the first term of devolution. The county has developed an M&E bill which has been submitted to the county attorney for review before submission to the county assembly.

Wajir County: Wajir county has a draft M&E policy and plans are underway to finalize it and forward to

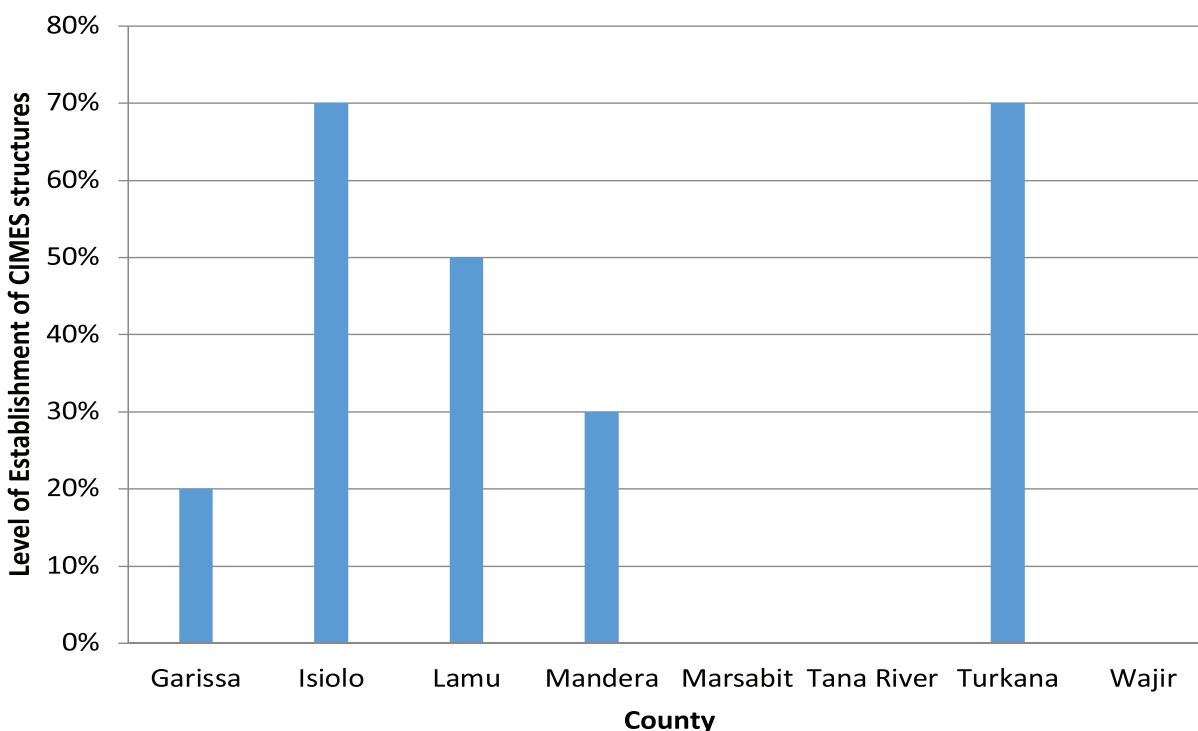


cabinet for approval. The county, however, has no intentions of developing a bill.

5.2 CIMES Structures

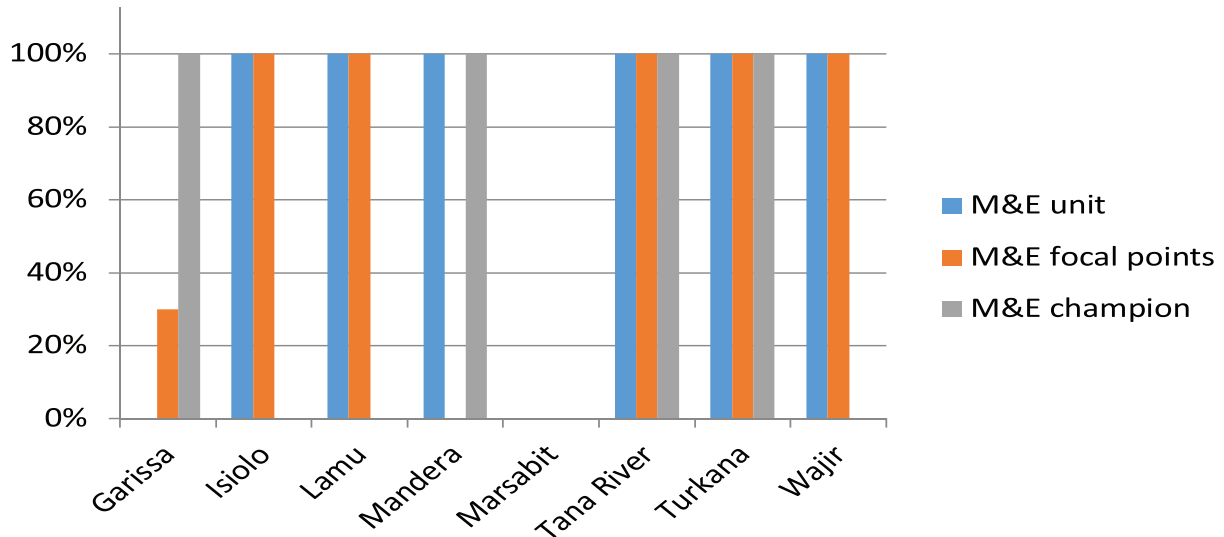
Overall, the establishment of key CIMES structures is quite low in all the eight counties. Moreover, the few CIMES committees that have been established in some of the counties are not very active. Figure 2 shows the level of implementation of CIMES structure as assessed by the committees established.

Figure 2: CIMES structures by counties



In terms of a designated M&E unit, M&E champions and M&E focal persons a number of counties have made significant progress as depicted in Figure 3. However, only Marsabit county had not established a M&E unit nor had M&E focal persons.

Figure 3: Existence of M&E unit, M&E focal points and M&E champions



The next section presents a summary of the findings from each of the eight counties assessed.

Garissa County: Garissa county has no M&E unit. However, the functions are conducted by the Economic Planning Directorate. To enhance support for M&E, there is need for M&E sensitization for top leadership. Only three out of the ten departments have dedicated M&E focal persons. The county will therefore need technical support for training of focal persons. The current M&E champion is the deputy county secretary, who is expected to steer the adoption of policy and the establishment of an M&E directorate. The county has established the COMEC which is not active. There are plans to strengthen COMEC and to establish other committees.

Isiolo County: Isiolo county has an established M&E unit domiciled in the department of economic planning with two officers who are supported by economists in the same department. Regarding CIMES committees, the county has sector M&E committee. The county expressed the need for support towards sensitizing the top leadership on M&E and establishment of various M&E committees.

Lamu County: Lamu county has an established M&E unit which is domiciled under the department of finance and economic planning. The unit falls under the Director for Planning and Budgeting, has one M&E officer who is supported by an Economist/Planning officer. The unit is not fully functional due to inadequate M&E technical and financial capacity. All the ten county departments have M&E focal persons.



These are technical officers in their specific areas who are appointed to undertake the M&E function in their respective departments. Their main responsibilities include coordination of the department's M&E activities, liaising with technical officers to prepare the respective department's quarterly and annual progress reports and organizing field visits to monitor progress. The departments do not have dedicated sections for M&E and the M&E staff have inadequate technical skills. M&E faces inadequate funding and support from the departmental leadership as well as weak coordination. The county does not have a strong M&E champion. Further, the county has not established a COMEC, which is the overall institution meant to provide policy guidance on M&E matters and other committees proposed in the CIMES guidelines, except for a M&E committee (Technical Oversight Committee) comprising of departmental focal persons. This committee is also not fully operational.

Plans are underway to establish a fully-fledged M&E unit headed by a director; recruit at least two M&E officers to support the unit; undertake capacity building of existing staff; sensitize CECMs and COs on M&E; provide funding for M&E in the departments and establish COMEC in the next financial year (FY 2020/21).

Mandera County: Mandera county has an M&E unit domiciled in the Department of Finance and Economic Planning with three technical staff and headed by a director. The department is charged with the responsibility of preparing M&E reports and project implementation status reports. The county has no M&E focal persons in other county departments, but most M&E functions are coordinated by chief officers in the respective departments. Most of the chief officers have inadequate M&E skills and require to be trained. The Governor is the M&E champion. The county has established county, sector and M&E committees but they are not functional due to low capacity.

Marsabit County: Marsabit county does not have an established M&E unit. The economic planning department has economists and one officer who is responsible for M&E. However, the officers' work together to execute both the planning function and the M&E function. It was noted that M&E is relatively weak in the county compared to planning. Further, there is no staff establishment for M&E staff. This means that any economist can be told to handle M&E matters. Some of the challenges that the economic planning department faces include lack of M&E budget, lack of designated M&E staff and absence of a M&E unit. It was however noted that there is now a chief officer specifically for economic planning who may enable fast tracking of setting up CIMES structures and budget allocation.

Marsabit county does not have any M&E champions and CIMES committee. The COMEC was established but has not been very active due to high staff turnover. The Sub-County M&E committees were also established but are not functional. The challenge for operationalization of CIMES has been mainly due to limited understanding of the importance of M&E by the top leadership. Most top leaders expect the planning department to just produce the statutory documents such as ADP and CIDP.

Most of Marsabit county departments do not have focal M&E persons, a M&E unit or any M&E committee except for the departments of health and agriculture that have donor funded programmes with specific M&E persons. Awareness of CIMES by most departments is minimal or scanty at best. As a way forward, the economic planning department promised to focus on establishment of the various M&E committees mainly sub county M&E Committee and Technical Oversight Committee.

Tana River County: Tana River county has an M&E unit which is domiciled under the Department of Finance and Economic Planning. The unit is headed by an Assistant Director and has one M&E officer. The roles of the unit include coordinating the M&E function and proposed structures; training other departments on M&E; field monitoring and reporting and preparation of standardized M&E tools. The Department for Finance and Economic Planning has seconded Economists (M&E focal persons) to the various county departments. These focal persons work together with technical persons in preparing M&E reports to and in undertaking M&E related functions. The focal persons have had some basic M&E training which need to be enhanced. The departmental directors also have minimal understanding and appreciation of M&E.

Tana River county M&E champions are mainly the Governor and CECM Finance and Economic Planning. The CECM is passionate about M&E and is interested in establishing a robust system for tracking results in the county. The county has not established M&E Committees but plans to do so as part of the commencement of implementation of the M&E policy in 2020. The county also plans to establish a Service Delivery Unit (SDU) to undertake monitoring of the county flagship projects. The county plans the following M&E interventions for which they expressed the need to support: -

- Establishment the M&E unit to be headed by a director
- Continuous capacity building of the unit's officers
- Sensitization of COs and their Directors on M&E
- Continuous capacity building of the departments' M&E focal persons
- Establishment of CIMES committees at all levels.

Turkana County: Turkana county has an M&E directorate domiciled in Department of Finance and Economic Planning but with only two technical officers performing the M&E functions. Over time the department has been receiving support from economists in the economic planning directorate. The county however employed thirteen M&E officers who are awaiting deployment to the directorate.

The Turkana county secretary is the current M&E champion. It is expected that through the goodwill of the county secretary, it will be easy to lobby for adoption of a M&E policy, enactment of the M&E bill and deployment of M&E officers. The county so far has a COMEC which held three meetings in the last financial year. There are plans to establish the committees at lower levels once the bill is enacted. Plans



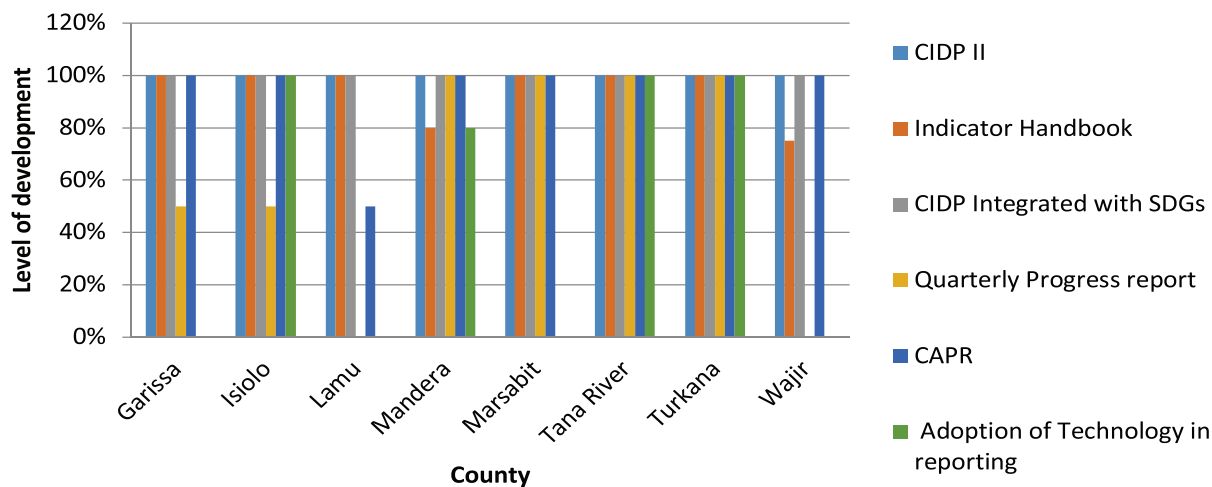
are also underway for onsite training and sensitization of the committees during establishment.

Wajir County: Wajir county has an M&E unit domiciled in the department of Finance and Economic Planning. The Department has twelve officers supporting the M&E function. However, the Service Delivery Unit in the Governor’s office also claims to conduct M&E. A major intervention required is for the Principal Secretary (PS) State Department for Planning to issue a directive on the different roles of M&E unit and the SDU. At the departmental level, M&E is coordinated by officers appointed by the county Government whose M&E capacity needs to be enhanced. The county does not have any CIMES committee although membership has been identified.

5.3 Data Collection, Reporting and Communication

All the eight counties have made remarkable progress in terms of development of various M&E tools. However, it was evident that the adoption of technology in reporting has been low in most FCDC counties. The preparation of quarterly progress reports is also wanting as shown in Figure 4.

Figure 4: M&E data collection and reporting tools



The rest of the section gives a brief of the status of the eight counties in terms of data collection.

Garissa County: Garissa county has an incomplete CIDP II indicator handbook although the SDGs have been integrated. Plans are underway to finalize the handbook. The county has well designed data collection templates for manual data collection. The county will, however, require technical support to develop web based/mobile apps for data collection and support to design data collection and reporting tools.

This financial year is the only year that Garissa county prepared its County Annual Progress Report. The county has no standard reporting template and has never adopted use of technology in reporting. Since there is no demand of the M&E report by the county leadership, there is need for support in sensitization of the county top leadership on the importance of M&E. The county expressed the need for support in the following areas: review and update the draft indicator handbook to fill the baseline information; technical support to develop the county statistical abstract and to design reporting templates.

Isiolo County: The CIDP II indicator handbook for Isiolo county is finalized and uploaded on the county website. The county has also mainstreamed SDGs. The indicator handbook is currently being used by all departments to prepare reports and it has also been shared among stakeholders. The county has an automated data collection system currently using ODK and KOBO. However, the statistical capacity is low since staff is inadequate. The indicators in the handbook have some gaps in the baseline information, which will be updated during the mid-term review of the CIDP II.

Isiolo county has also been preparing quarterly and annual progress reports which are widely shared through the county website. The county has however not adopted technology in reporting. The reports are based on the indicator handbook and normally demanded by the county secretary and the Governor's office. The public also oftenly demands reports for specific projects during public participations. These reports are used for decision making. With regard to evaluations, the county M&E unit plans to conduct an evaluation of a project in the education sector. Previously, the Department of Agriculture conducted an evaluation in collaboration with Kenya Climate Smart Agriculture and DRLSP (Drought Resilience Support Livelihood Programmes).

Isiolo county expressed the need for support in the following areas: -

- In the development of meta data for indicator handbook baselines in case of staff movement or lack of capacity to calculate the indicators
- To conduct mid-term review of the second CIDP and the indicator handbook
- To integrate technology in M&E
- To roll out CIMES and e-CIMES.

Lamu County: Lamu county has finalized the CIDP II reporting Indicators handbook. The document was forwarded to cabinet for approval and adoption. Majority of the outcome indicators have baseline estimates which need to be validated. The indicator handbook integrates SDG indicators, which are not well understood by the implementing departments. As part of CIDP II implementation reporting, the county prepares the County Annual Progress Report on budget implementation. However, preparation of the CIDP II County Annual Progress Report (CAPR) is yet to be streamlined and is not based on the CIDP II outcome indicators. The county has also not developed reporting templates to incorporate the



indicators. Going forward, the county plans to undertake reporting on CIDP II indicators on quarterly basis based on indicators in the handbook and the CAPR reporting template. Further, the county is yet to adopt the use of technology in reporting. The assessment revealed that the reports are usually utilised for planning and preparation of the budgets. The county has no feedback mechanism and the M&E reports are not shared with the public and other stakeholders.

The Lamu county Government does not have a well-organized and coordinated data management system except for health which uses DHIS. Departments rely mainly on administrative data collected by their technical staff in their day to day activities and during the field visits. However, most of these data is stored manually on paper.

The county plans several interventions that need support including: -

- Sensitization of CECs and COs on the CIDP II indicators for adoption
- Dissemination of the CIDP II indicator handbook to stakeholders
- Roll out of e-CIMES for reporting in the county
- Training on CAP reporting based on CIDP II indicators
- Development of a well-coordinated data management system
- Development of County Statistical Capacity.

Mandera County: Mandera county has a draft CIDP indicator handbook which is almost finalized. The indicator handbook was developed consultatively and has integrated SDGs. Some sectors such as agriculture do not have some baseline information especially on the outcome indicators. Some county directors were sensitized on the e-CIMES and the county is only waiting for the national roll out of the system although additional capacity building on e-CIMES is still required. However, the county has no data collection system.

Mandera county has been preparing county annual progress reports, project review reports and project implementation status reports. However, the county only uses a standard data collection template in preparing the county annual progress reports. The demand for M&E reports is low from both top leadership and the public. These reports are hardly used in decision making, hence, there is need to sensitize top management on the importance of M&E and reports. The county has no citizen feedback mechanism but expressed the need for support to conduct end term review of CIDP I and midterm review of CIDP II.

Marsabit County: In Marsabit county, the department of Finance and Economic Planning has published CIDP II reporting indicators handbook which is available in its website. The handbook was developed through a highly consultative and participatory process by all the county departments. The indicator handbook has mainstreamed SDGs. that the county has volunteered for United Nations SDGs voluntary reporting. The county does not have a data collection system but relies on the CAPR guidelines to prepare

reports. The county has been preparing quarterly and annual progress reports based on the indicator handbook and budget which are sent to CoG. The CAPR is used to prepare the state of the county.

The county has an effective citizen feedback mechanism including a toll-free line where the public can send SMS and call with immediate response. The county has also been conducting mid-term and end-term reviews of the CIDP. The assessment also established that in some instances, M&E reports prepared by the departments and shared with the county assembly have led to increase in budget allocation. The departments share their M&E Reports with the executive, the county assembly and donors implementing donor-supported projects. The county expressed the need for support to conduct mid-term review of the CIDP II and to update the indicator handbook.

Tana River County: In Tana River county, the CIDP II indicator handbook was finalized, approved and adopted by the cabinet in January 2020. The handbook integrates SDG indicators and its development was part of the activities supported by UNDP. Data collection is largely done manually in the county using templates specific to the needs of the departments. The county mainly relies on administrative data collected regularly by departments in the normal operations. Although the county has adopted e-CIMES, it is yet to be fully rolled out to all departments and be accessible to all stakeholders. There is generally a low statistical capacity in the county.

Reporting is taken as an important component of accountability by stakeholders. The Governor, County Assembly and civil society organizations (citizens) regularly demand for evidence of results from projects being implemented by the county Government. The county is in the process of streamlining reporting in the various departments and has so far prepared the first County Annual Progress Report (CAPR) which is available on the county website. The CAPR was adopted by cabinet and approved by the county assembly.

A number of interventions are in the pipeline namely: -

- Dissemination of the indicator handbook to all stakeholders
- Review of baseline data for outcome indicators during the Mid-term review of CIDP II
- Complete roll out of e-CIMES in the county for capture and storage of M&E data
- Progressive building of the County statistical capacity
- Development of departments' capacity to undertake reporting using CIDP II indicators
- Preparation of quarterly M&E reports
- Dissemination of M&E reports especially the CAPR; and Mid-term Review (MTR) of CIDP II.

Tana River county will therefore require some technical support in some of these activities.

Turkana County: Turkana county has CIDP II indicator handbook and has plans for its publication and dissemination. The process of development of the indicator handbook was highly consultative. The CIDP indicator handbook has also integrated the SDGs. The county uses a manual data collection system



and needs statistical capacity building for the staff and improved data collection templates for project outcome results. Technical support is also needed to develop web based/mobile phone app for data collection. The indicator handbook has some baseline data for some indicators. Plans are underway to develop the county statistical abstract in collaboration with the KNBS.

Turkana county has been preparing CAPR and Quarterly Progress Reports. The reports are shared with HoDs and not with CoG. The county has a reporting template but has not adopted technology in M&E. The pending bills committee relies on the M&E reports to make decisions. The project status report has also been used to inform budget allocation for incomplete or stalled projects. The county has no formal forum for feedback and the public does not demand for reports. The county plans to conduct a midterm review of CIDP II. One of the key interventions needed is the sensitization of the county leadership on the importance of M&E for buy in and political good will. The county therefore expressed the need for support of CIDP II mid-term review and sensitization of top leadership of the county.

Wajir County: In Wajir county, the CIDP II indicator handbook is a draft document which has integrated SDGs. This draft has not yet been validated nor approved by cabinet. The county has no data collection system and most indicators do not have baseline information especially the agriculture sector indicators. The county has only been preparing the County Annual Progress Reports and the reports are shared on the website. The quality of the reports is wanting and there is a missing link between reporting and budgeting. The demand for these reports from the county leadership and the public is low and not necessarily used in decision making. It is therefore essential to sensitize top management on the need for M&E and reports.

The county has a standard field questionnaire and reporting template for data collection and report preparation respectively. However, the county has not yet adopted e-CIMES. In the absence of a validated indicator handbook, the county uses the indicators in the CIDP for reporting. The county is currently planning to do midterm review of the CIDP II and will therefore require some technical support. Further, the county needs technical support on web based/mobile data collection tools which will be useful. This is because some areas of the county are more than 400km away from the county headquarter.

5.4 M&E Financing

Garissa County: In Garissa county, there is no budget allocation for M&E. The finance and planning department plans to lobby for adoption of the policy to solve the funding problem. Some of the partners that have supported M&E in the county include UNDP, UNICEF, CARE Kenya, WFP and AHADI.

Isiolo County: Isiolo county has a M&E budget of about Ksh.9 million. This budget is inadequate, but the unit has often relied on the KDSP funds to support M&E. It was however highlighted that the county has not received KDSP funds in the last financial year. The department has also been relying on support from

partners like MED, UNDP and AHADI. All other departments in the county had no M&E budget except health and agriculture. The departments with donor projects or programmes had some component of M&E that are run independently.

Lamu County: The Lamu county M&E unit as well as the various county departments do not have a dedicated budget for M&E. Currently, expenditure on basic M&E activities such as report preparation and field visits are charged on general budget items in the respective departments. However, these funds are inadequate and a plan to have a budget for the M&E unit in the next financial year is underway. The UN through UNDP and UNFPA is currently the only partner supporting the county in strengthening M&E capacity.

Mandera County: In Mandera county, the M&E department has some funds for M&E though it is inadequate. There are also very few development partners except the UN and World Bank supporting M&E in the county. This has mainly been attributed to fear of insecurity.

Marsabit County: In Marsabit county, the department of finance and economic planning has no specific budget for M&E, hence, conducting monitoring and evaluation is difficult. The economic planning department has a total budget allocation of Ksh. 5 million. Negotiations are underway for an increased budget for the department. In some instances, the department has been relying on partner support for M&E (some of the partners are, MED, UNDP, local NGOs and WFP among others). Some departments have been innovative in conducting M&E including piggy riding on other activities to monitor activities and use of the sub county administrators and ward administrators in the location of the project to monitor.

Tana River County: In Tana River county, the department of finance and economic planning is allocated a budget for the M&E unit. Under this budget, funds are mainly used for coordination activities and facilitation of operations of planned M&E committees. The county M&E policy proposes that 1% of the development budget be allocated for M&E. While county departments do not have an amount allocated for M&E, they are allowed by the department for finance to fund M&E activities using available resources under general items within the departments. Over the last two years, the county has received support from development partners, mainly UNDP, to finalize the M&E policy and develop the CIPD II Indicators handbook.

Turkana County: In Turkana county and within the current financial year, the M&E department was allocated Ksh.14 million. The funds allocated are not adequate given the magnitude of the work. However, the department is currently lobbying for adoption of the policy that will ensure adequate budget allocation for M&E. The county has partners who have been supporting M&E including: UNFPA, UNDP, UNHCR and GTZ among others.

Wajir County: Wajir county has no adequate budget for M&E relying mainly on departmental budget allocations. However, partners such as UNDP have supported M&E after AHADI wound up.

6.

CONCLUSION



This diagnostic assessment sought the following objectives. First was to assess the extent by which target FCDC counties have operationalized the various components of CIMES. Secondly, was to obtain information that will provide guidance to MED and development partners regarding the M&E technical support for respective counties in order to have a fully functional CIMES. Lastly was to use the study findings in tailor making county specific support programme for county support.

In conclusion, the assessment revealed that all the counties have made significant progress in the establishment and implementation of CIMES although none has a fully operationalized CIMES. Specifically, the assessment revealed that two counties, Turkana and Tana River, had an approved M&E policy. Six of the counties had a draft M&E policy which was at various levels of validation and approval. Only Turkana county had initiated and was in the process of preparing an M&E bill. There are varying levels of awareness of CIMES and understanding on the importance of M&E in all the eight counties and among the county Government departments. There is inadequate technical capacity to implement CIMES both in terms of number of M&E officers and the requisite technical skills. Most of the counties do not have M&E focal persons in each department. The few who are there are either economists or officers whose technical capacity is inclined towards their areas of expertise and not M&E. As such, M&E is an additional responsibility and due to competing assignments, this often compromises the delivery of M&E function. In addition, none of the eight counties assessed had established all the M&E committees as per the CIMES guidelines. Most counties have established the COMEC which meets at least twice a year although in some counties the committees were inactive.

In general, all counties assessed have weaknesses in data collection, reporting and communication. The M&E reports in all the counties rarely inform decision making at county level. However, all the counties had a CIDP II indicators handbook, though not finalized in some counties for reporting on progress in implementation of the CIDPs. Further, in all the counties, financing of M&E was either low or hardly there. Most counties expect that this would be addressed through approval and implementation of the M&E policy.

Several challenges were common in all the eight counties. Among them were the lack of political goodwill from the county top leadership to support M&E; lack of appreciation of M&E since it is perceived as a policing tool; weak or low technical capacity of staff; lack of M&E champions; lack of or inadequate M&E budget and conflict between roles of GDU/SDU and the M&E unit among others.

To address these challenges, there was a general agreement from all technical departments and the planning department in the eight counties. This agreement was that to enhance M&E in the counties, there was need to sensitize top county leadership, political leadership, the county assembly and the public service board on the importance of M&E in the counties. It was also noted that there is need for training of

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Monitoring and Evaluation Directorate
State Department for Planning
The National Treasury and Planning



Governors' delivery unit and M&E unit to understand their roles to ensure effectiveness and efficiency in the county. The CoG and State Department for Planning could also issue a circular to distinguish between the roles of the two units. It was noted that there was need for continuous capacity building of technical staff in the M&E unit and the sector M&E focal persons. Additional M&E staff is needed so that the M&E unit can have officers seconded to each department. There is also need to finalize the M&E policy to solve issues of staffing and budgeting. Finally, the proposed county specific interventions will enhance the implementation of planned interventions under various sections. This will significantly contribute to a strong and sustainable county results-oriented M&E system.



7.

RECOMMENDATIONS AND WAY FORWARD





In summary a number of recommendations came up from the various counties. Some of these recommendations include:

Action by Counties

- There is need for a clear coordination system i.e. unified harmonized template for M&E data collection
- Approval of M&E policy and dissemination and preparation of M&E Bill
- Need for establishment and operationalization of the M&E unit within the department of economic planning for coordination of M&E in the counties that do not have established units
- Establishment and strengthening M&E committees as provided for in the CIMES guidelines
- Ensuring Budgets are based on programmes to enable monitoring of programmes
- Need for annual, biannual or quarterly meetings to bring together all departments chaired by planning units where progress is reviewed.

Areas where county technical support is required include:

- Support in capacity building and sensitization of CECs, CS, COs and the county assembly and political leadership on M&E for ownership
- Support in training of M&E focal persons and committee members. The focal persons should be Trainers of Trainers (TOTs) who train other officers in their departments
- Support in Mid-Term Review (MTR) of CIDP II and the CIDP II indicator handbook to identify the baseline
- Support the development of M&E data collection and reporting templates
- Support the development of data collection system (e-CIMES) and mobile/web-based apps to integrate technology in M&E for real time reporting.

ANNEXES

ANNEXE 1: Technical Team Involved in the Assessment

Name	Designation	County
David Kiboi	Ag. Director	Marsabit Isiolo
Boscow Okumu	Economist	
Mabiria Nyambega	Driver	
Richard Munyithya	Chief Economist	Garissa Turkana
David Waga	Snr Economist	
Wycliffe Nyaosi	Driver	
Aloyce Ratemo	Chief Economist	Wajir Mandera
Rodgers Achieng	Snr Economist	
Lucy Gaithi	Principal Economist	Lamu Tana River
Isabella Kiplagat	Economist	





SUSTAINABLE DEVELOPMENT GOALS



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