



COUNTY GOVERNMENT OF MANDERA

MONITORING AND EVALUATION POLICY

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Finance and Economic Planning
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P.O. Box 13-70300
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County Vision

A regionally competitive and self-reliant County

County Mission

To strategically position the County Government of Mandera to be innovative and competitive in achieving sustainable progress, wealth, health, cohesion and security for all



FOREWORD

Effective Monitoring and Evaluation (M&E) is crucial in implementing public sector policies, programmes, and projects to achieve set objectives. Therefore, it is essential to strengthen the M&E function in the County. The County Government of Mandera M&E Policy will support the establishment of a robust County Integrated Monitoring and Evaluation System (CIMES) to track the implementation of the County Integrated Development Plan (CIDP), the Governor's manifesto, and other socio-economic policies to be implemented in the County. Additionally, this policy will establish processes and provide guidelines for conducting M&E across County government departments.

As a County government, we have a clear vision for the direction the County development agenda should take and the results we want to achieve. In this regard, we must respond quickly and appropriately to challenges and opportunities as they arise. The results-based management approach anticipated in this policy provides a set of principles, approaches, and tools that will help us achieve these goals. With a focus on developmental outcomes and impacts, we can improve sustainable livelihoods for those we serve.

This Policy will guide the practice of M&E and promote good governance in the County. Furthermore, it will outline resource mobilisation and capacity development strategies designed to facilitate effective development, coordination, implementation and tracking of results in line with the CIDP, the Country's economic blueprint, the Kenya Vision 2030 and international development frameworks and commitments. The policy will therefore strengthen efficient resource utilisation and achieve timely realisation of results, leading to the speedy development of the County.

To succeed in this endeavor, all stakeholders in our County development agenda should embrace a culture of M&E and advocate for the use of evidence in decision-making. All must play their respective roles and responsibilities as stipulated in the policy. The County government commits to provide all the necessary support in the implementation of the provisions of this Policy. I hope that this Policy will assist us and our partners in keeping track of the results we want to achieve, enhance accountability and learning and performance evaluation. Working together, we will steer

the county to greater heights and achieve sustainable development. I therefore encourage those implementing policies, programmes and projects in the County to make use of this policy and its provisions with a view to realise our County's development outcomes. All state and non-state actors in the County shall be expected to adhere to the requirements of this Policy.

Ibrahim Mohamed Adan

County Executive Committee Member (CECM) - Finance and Economic Planning

ACKNOWLEDGEMENT

The preparation of this Policy was through consultation with various stakeholders in the County, and coordinated by the County Executive Committee Member for Finance and Economic Planning Department. The revision and finalisation benefited from the input of many individuals. We are grateful to all the County government departments as well as the Mandera County Assembly for their participation and input in the validation process.

I would like to thank everyone who contributed to the drafting, review and finalisation of this Policy. Special gratitude goes to the members of the County Executive Committee and Chief Officers (COs) for providing technical input and strategic direction that shaped the policy. My appreciation also extends to the line departmental technical officers, Efficiency Monitoring Unit (EMU), and Delivery Unit (DU) for their contributions at various levels.

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Finally, I acknowledge those not mentioned herein but made invaluable contributions and support in one way or another towards the preparation and publishing of this policy. The County Government of Mandera M&E Policy can be accessed from the website (<http://www.mandera.go.ke>).

FARTUN BULLE IBRAHIM

County CO - Economic Planning and Statistics

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ABBREVIATIONS:

ACC	Assistant County Commissioner
AAP	Annual Development Plan
APR	Annual Progress Report
ASAL	Arid and Semi-Arid Land
C-APR	County Annual Progress Report
CBOs	Community Based Organisations
CDP	Community Development Plan
CEC	County Executive Committee
CECM	County Executive Committee Member
CEP	County Evaluation Plan
CIDP	County Integrated Development Plan
CIMES	County Integrated Monitoring and Evaluation System
CoG	Council of Governors
COs	Chief Officers
CoK	Constitution of Kenya
COMEC	County Monitoring and Evaluation Committee
COMESA	Common Market for Eastern and Southern Africa
CPER	Comprehensive Public Expenditure Review
CSOs	Civil Society Organisation
DU	Delivery Unit
EAC	East African Community
EMU	Efficiency Monitoring Unit
FBOs	Faith Based Organisations
GoK	Government of Kenya
HoD	Head of Department
IDP	Internally Displaced Person
IGAD	Intergovernmental Authority on Development
IGRA	Intergovernmental Relations Act
KDHS	Kenya Demographic and Health Survey
KNBS	Kenya National Bureau of Statistics
KPIs	Key Performance Indicators

M&E	Monitoring and Evaluation
MCAs	Members of County Assembly
MED	Monitoring and Evaluation Directorate
MEL	Monitoring, Evaluation and Learning
MTPs	Medium Term Plans
NGO	Non-Governmental Organisation
NIMES	National Integrated Monitoring and Evaluation System
PETS	Public Expenditure Tracking Surveys
PFM	Public Finance Management
PLWDs	Persons Living with Disabilities
RBM	Results Based Management
SCoMEC	Sub County Monitoring and Evaluation Committees
SDGs	Sustainable Development Goals
SMEC	Sector Monitoring and Evaluation Committees
SP	Strategic Plan
ToC	Technical Oversight Committees
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

DEFINITION OF TERMS

Monitoring: A continuous process of collection, analysing and reporting data on specified indicators on a project's or programme's inputs, activities, outputs and outcomes as well as external factors, in order to track actual achievement of objectives and progress in the use of allocated funds.

Evaluation: Is the systematic and objective assessment of the design, implementation and results of an on-going or completed policy, programme or project to determine the relevance, developmental efficiency, effectiveness, impact and sustainability

Monitoring and Evaluation System: Refers to all processes that need to be undertaken before, during and after programme or project implementation in order to collect, analyse and use M&E information.

Ex-ante evaluation: This is an evaluation conducted before the implementation of an intervention, typically utilising various practical tools in the public sector such as appraisals, needs assessments, baseline surveys, or feasibility studies.

Ex-post evaluation: Is an evaluation undertaken after the implementation of an intervention to assess its short term (outcome) or long-term (impact) effects.

Meta evaluation: An instrument for aggregating findings from a series of *evaluations*, *assessing their quality* and adherence to established good practice.

Project: An undertaking of related activities at a location or a specific site aimed at meeting specific objective(s) within a defined time, cost and performance parameters.

Programme: A series of interrelated projects with a common overall objective. A time-bound intervention similar to a project, but cuts across sectors, themes or geographic areas, uses a multi-disciplinary approach, involves more institutions, and may be supported by several different funding sources.

Public participation: Is a process that directly engages the public in decision making and considers public inputs in making decisions on issues affecting them.

Stakeholder(s): Specific people or groups who have a stake in the implementation of the policy, programme or project. Normally, stakeholders could include state and non-state actors and the Kenyan citizens.

State Actors: A person or entity acting on behalf of a governmental body, and subject to the country's rules and regulations.

Non State Actors: Development partners, Civil Society Organisations (CSOs), Non-Governmental Organisations (NGOs), Faith Based Based Organisations (FBOs), Private Sector Organisations and Foundations.

Result: A describable or measurable change in state that is derived from a cause and effect relationship.

Inputs: The resources that contribute to the production of service delivery outputs and includes finances, personnel, equipment and information resources.

Activities: Actions taken or work performed, through which inputs are mobilised to produce outputs.

Outputs: Direct products or services stemming from the implementation of a policy, programme, project or an initiative.

Outcomes: The expected changes or immediate effects on the intended beneficiaries occurring as a result of project or programme implementation.

Impacts: Ultimate long term changes arising from the implementation of programme/ project intervention and includes the difference, positive or negative, occasioned by the implementation.

Indicators: A specific quantified measurements related to the extent a project or programme or organisation is reaching objectives or targets.

Baseline Data: The initial data or information collected at the beginning of a program or project against which future progress and changes are measured.

CHAPTER ONE: INTRODUCTION AND BACKGROUND

1.1 Background

The County Governments were established with the 2010 Constitution of Kenya, and they have been operational for over a decade. Under Schedule four of the constitution, some functions were devolved to the counties. One of these devolved functions is M&E, which provides for robust monitoring and evaluation as a way of ensuring efficient and effective implementation of County government policies, programmes, and projects. The goal is to make decisions based on evidence.

The national government created CIMES which is a replica of the National Integrated Monitoring and Evaluation System (NIMES), and designed to guide the operationalisation of M&E at the county level. Given the importance of M&E, County Government of Mandera is at the forefront of promoting M&E to meet the increasing demand for knowledge and evidence about what works at the county level. To realise this aspiration, the County Government is committed to ensuring a strong culture of M&E for all its policies, programmes and projects. This necessitated the need to enhance service delivery and achieve sustainable development through an approach that adheres to the principles of Results Based Management (RBM). These principles seek to ensure that the County Government endeavours to utilise public resources efficiently as well as guarantee accountability, transparency and quality service delivery.

M&E has increasingly become an acceptable tool for governments and other agencies at the devolved level to demonstrate results to citizen. This is also coupled by the rising demand for evidence-based decision-making. The County Government through the CIDP commits to establish a CIMES. However, the M&E function at the county level is yet to be institutionalised and implemented to meet the envisaged objectives. The M&E Policy thus seeks to provide an appropriate policy framework for institutionalisation of M&E in the County Public Sector. This Policy is designed to address the gaps in existing legislations and policies concerning M&E implementation of public policies, programmes and projects in the County. The gaps to be addressed by this policy include inadequate capacity, fragmented and uncoordinated M&E activities among the County Government departments.

The foregoing background is the context within which a desire has arisen to transition from the hitherto *ad hoc* management of M&E to a more substantive policy framework. This transition is

intended to rationalise existing measures and identify new ones to promote Monitoring, Evaluation and Learning (MEL) for sustainable development.

The County Government of Mandera M&E policy, therefore, aims to provide guidance for implementing the CIMES. It defines reporting requirements and possible sanctions for stakeholders in case of default. The premise behind CIMES is that M&E can only be sustainable if there is a sound policy and legal framework. The policy framework will enhance the ability of the M&E system to refine data collection and reporting mechanisms as well as assessment of the results from activities and other interventions in Mandera County and more specifically institutionalise the role of M&E Unit.

The Policy reflects County Government of Mandera's commitment in ensuring accountability for development results, defines mechanisms for measuring the efficiency and effectiveness of public policies, programmes and projects, creates channels for effective feedback on policy implementation to support efficient resource allocation, facilitates transparency and allows citizens and development stakeholders to appraise results and aligns with the goals of the CIDP, Sustainable Development Goals (SDGs), Kenya Vision 2030, and other development plans.

The policy outlines the roles and responsibilities of various stakeholders, including public sector institutions, civil society, the private sector and development partners. The policy emphasises the importance of tying together information producers and users within a coherent system. It also sets the framework for effective management for development results at all levels.

1.2 Rationale for the Monitoring and Evaluation Policy

This M&E policy is expected to play a critical role in ensuring efficient utilisation of resources for effective realisation of county development results as stipulated in the Constitution of Kenya 2010 and Vision 2030. The constitution of Kenya provides the basis for M&E as an important part of operationalising government activities to ensure that transparency, integrity, and accountability principles are embraced in resource allocation and management at devolved levels of Government. The scope of M&E is derived from the provisions related to planning under articles 10, 56, 174, 185, 201, 203 and 225, 226, 227 of the Kenya Constitution.

Further, the Policy shall address the challenges obstructing operationalisation of CIMES in the County. It shall guide the practice of M&E by establishing common structures and standards across the Mandera County public sector for tracking progress in the implementation and evaluation of all policies, programmes and projects in the County. The Policy shall promote good governance and enhance the effectiveness of public sector organisations in the County. It is also envisaged that the policy shall help facilitate strengthening of planning for results, systematic assessment of developmental interventions, culture and practice of M&E within the public sector and other stakeholders in the County.

The Policy is also fundamental in alignment of the diverse legal and regulatory provisions on M&E as outlined in the laws of Kenya. These include the County Governments Act No. 17 of 2012 which in Section 108 (1) states *"There shall be a five-year CIDP for each county which shall have: (a) clear goals and objectives; (b) an implementation plan with clear outcomes; (c) provisions for monitoring and evaluation; and (d) clear reporting mechanisms.* An M&E section is currently included in Chapter 6 of the CIDP, which outlines how County programmes and projects are monitored and evaluated. In addition, the Public Finance Management Act 2012, Section 104, also defines the responsibility to monitor, evaluate and oversee the management of public finances and economic affairs of the County government, including the monitoring of the county government's entities to ensure effective management of their funds, efficiency and transparency and, in particular, proper accountability for the expenditure of those funds; and reporting regularly to the county assembly on the implementation of the annual county budget. Finally, the policy will guide various actors operating within the CIMES by setting out the roles and responsibilities.

1.3 The Scope of the Policy

The Policy shall apply to projects and programmes funded from the exchequer working within the county. It shall also apply to all interventions by donors, CSOs, Community Based Organisations (CBOs), FBOs and the Community of Mandera County.

1.4 Formulating the County Government of Mandera Monitoring and Evaluation Policy

The development of this County Government of Mandera M&E policy followed a highly consultative process, which was open, inclusive, and participatory involving the MED, the Kenya

National Bureau of Statistics (KNBS), and the Council of Governors (CoG). The County Staff, Executive, and Assembly subjected the draft policy to internal review and validation. The process began by conducting a county needs assessment, which formed the basis for this policy development.

The drafting team undertook desk reviews on several policy documents i.e The Draft M&E Policy guidelines, the National Monitoring and Evaluation Policy, 2022, CIMES guidelines, the PFM Act 2012, the Kenya Constitution among others. Discussion provided additional inputs or amendments during the drafting process. The draft M&E policy was later subjected to user validation.

CHAPTER TWO: SITUATIONAL ANALYSIS

2.1 Situational Analysis of Monitoring and Evaluation

The Constitution of Kenya, 2010 requires adherence to principles of good governance and transparency in the conduct and management of public programmes and projects. The County Government of Mandera's strict adherence to undertaking planning, budgeting, implementation and M&E functions within the county underpin the role of M&E as a pivotal management tool for quality service delivery. The County Sectoral Plans, CIDP, County Performance Management Plans, County Spatial Plans, Cities and Urban Areas Plans, County Fiscal Strategy Paper and CIDP guidelines offer guidance on integrated planning where M&E is a prerequisite.

While the National Government had an existing M&E system (NIMES), the County Governments had no existing integrated M&E system 12 years into devolution. The County Governments were faced with additional challenges of non-implementation and/or non-completion of policies, programmes and projects, limited public and civil engagements at the local level in decision making and providing feedback; and absence of M&E units. This necessitated the introduction of a comprehensive M&E system, CIMES, to; track implementation of CIDP and other plans, provide regular flow of information on implementation of the CIDP and other plans, act as a vehicle for building partnerships not only within County Governments but also between national and County Governments, the private sector, CSOs and development partners and to assist County Government staff in setting up, designing, implementing and sustaining a functional MEL system.

Since the onset of devolution in Kenya, the County Government of Mandera has strived to undertake development planning despite numerous challenges. The lack of an integrated M&E system weakened the execution of development plans during the first five years of devolution. Complaints about the non-implementation or incomplete status of highly ambitious projects were common. Information collection, analysis, and reporting were conducted in an *ad hoc* manner. Consequently, decision-making and feedback at the Sub-County level were rarely based on verifiable evidence due to the absence of a comprehensive M&E system.

The Monitoring and Evaluation (M&E) function in the County has been uncoordinated, unstructured, and disjointed. Various departments and development partners conduct their own forms of M&E, with unclear purposes and scopes. These efforts are fragmented and lack

coordination, with no clear reporting structures or frameworks for harmonisation at the sectoral and administrative levels. This situation is further exacerbated by the absence of performance indicators, the lack of institutionalised data collection and analysis, the non-standardisation of reporting formats, and the infrequent sharing of reports with key partners. Additionally, there is a lack of requisite skills and capacity to conduct effective M&E. Despite its managerial and operational importance, M&E is allocated negligible financial resources and lacks a clearly defined budget line in each department. The development of this policy is expected to address these challenges and enhance a coordinated approach to M&E activities in the County.

2.2 Policy, Legal and Institutional Framework for Monitoring and Evaluation

The Constitution of Kenya

The Constitution of Kenya 2010 (CoK) establishes the foundation for M&E as a crucial aspect of operationalising County Government functions. It emphasises the principles of devolution of power, self-governance, public participation, and checks and balances as the core objectives of devolution. Service delivery must be governed by the principles of transparency, integrity, access to information, and accountability, which all County Governments are mandated to uphold. These principles are outlined in Articles 10, 35, 56, 174, 185, 201, 225, 226, 227, and 232 of the CoK. These provisions should serve as a guide for the M&E of county projects, programmes, and policies.

County Government Act, 2012

The County Government Act, 2012 (CGA) Section 3 (1) provides for the promotion, evaluation and reporting on the compliance by county public officers with the values and principles in Articles 10 and 232 of the Constitution. Section 47 requires the counties to design performance management plans to evaluate performance of the county public service and the implementation of county policies. The plan should also provide for annual performance reports, citizen participation in the evaluation of the performance of county government, and public sharing of performance progress reports among others. Section 108 requires County governments to prepare the CIDP, which shall provide for an implementation plan with clear outcomes; M&E and clear reporting mechanisms among others.

Public Finance and Management Act, 2012

In Section 104 of the PFM Act a County Treasury is obligated to monitor, evaluate, and oversee the management of public finances and economic affairs of the County Government. Section 126 (1) (c) (iii) and (f) of the Act requires every county government to prepare a development plan in accordance with Article 220 (2) of the Constitution, that includes programmes to be delivered with details for each programme, measurable indicators of performance where feasible and the budget allocated to the program and a detailed description of proposals with respect to the development of physical, intellectual, human and other resources of the county, including measurable indicators where those are feasible. In section 166 (2) (a) of the PFM Act 2012, an accounting officer for a County Government entity shall prepare a report for each quarter of the financial year in respect of the entity containing information on the financial and non-financial performance of the entity.

The PFM (County Governments) Regulations, 2015 Regulation 129 (1), provides the responsibility for monitoring, evaluation, and reporting. The CECM responsible for matters related to planning shall also set up a system that shall facilitate efficient and effective data collection storage and exchange to monitor and report on non-financial performance of the County governments, entity, individual programmes and projects.

Intergovernmental relations Act (IGRA), 2012

Section 8 (f) and (h) of the IGRA, 2012 mandates the National and County Governments Coordinating Summit to evaluate the performance of County governments, monitor the implementation of county development plans and recommend appropriate actions. The Council of Governors (CoG) under Section 20 (1) (f) provides a forum for receiving reports and monitoring the implementation of inter-county agreements on inter-county projects.

Public Finance Management (Public Investment Management) Regulations, 2022

Regulation 3 of the PFM (PIM) Regulations provides for the purpose of the regulations, which is to provide a legal framework for efficient and effective public investment management that includes implementation, monitoring, evaluation and reporting to ensure value for money and optimal use of public resources. These regulations exist alongside the PIM Guidelines, 2019 that provide for tracking results and impact evaluations for public investments.

Kenya Vision 2030

Kenya Vision 2030 is a long-term development blueprint for Kenya and outlines the country's development goals and strategies for achieving a middle-income, globally competitive, and prosperous nation by the year 2030 in a clean and secure environment. Part of the Vision 2030 framework involves a robust system of M&E to track progress and ensure that the goals and targets are achieved. The vision is implemented through a series of five-year Medium-Term Plans (MTPs). Each MTP outlines specific projects, programmes, and policies to be implemented. Progress is monitored and evaluated against these MTPs. At the county level, the counties are required to develop CIDPs in alignment with the national development blueprint and detail how each county will contribute to achieving the goals of Kenya Vision 2030. M&E processes including annual progress reports, mid-term and end-term reviews are applied in the CIDPs to monitor progress towards achievement of the goals.

National Monitoring and Evaluation Policy, 2022

The Kenya National Monitoring and Evaluation Policy offers direction for setting up and executing the M&E function across public sector institutions and other entities involved in implementing public policies, programmes, and projects at both national and county levels. In terms of monitoring, the policy emphasises tracking outputs and outcomes at project, programmes, institutional, and administrative levels. It mandates that all stakeholders, including Counties, adhere to the policy for monitoring and reporting progress on each policy, programme, and project. Regarding evaluation, the policy addresses different evaluation types and proposes guidelines for effectively evaluating projects, programmes, policies, and service delivery.

CIMES Guidelines, 2019

The CIMES Guidelines serve to assist county governments to set-up, design, implement and sustain a functional M&E system that tracks county development. CIMES is a tracking system for county development results and performance. It verifies whether the activities of each county's priority project or programme are happening according to planning timelines and targets presented in the CIDP and whether resources are being used in a correct and efficient manner. The CIMES is a replica of the NIMES that helps the national government track progress towards

implementation of Vision 2030. CIMES is anchored on the county performance management framework and provides essential input into NIMES.

M&E Norms and Standards for the Public Sector, 2020

The Norms and Standards, 2020 provide the yardstick for M&E during the planning and implementation phases of public policies, programmes and projects. They also highlight benchmarks for promoting the use of M&E information and for effective implementation of M&E System. The Norms include constitutional provisions, national agenda and international commitments, utility, credibility, impartiality, ethics, independence, participatory and organisational culture. The Standards include measurable results, monitoring plan, evaluation plan and a budget for M&E.

Kenya Evaluation Guidelines, 2020

The overall objective of the Guidelines is to ensure evaluations are conducted in an impartial, transparent and participatory manner, based on empirical evidence that is valid and reliable with results being made available to the public. The guideline contains among others the criteria for conducting evaluations, major types of evaluations in the public sector, evaluation classification, evaluation methodology, guiding principles and evaluability assessment, guidance on how to develop an evaluation plan and who should be involved, step by step guide on how to manage an evaluation process and how quality assurance and assessment will be conducted for public sector evaluations.

Guidelines/standards for Preparation, Appraisal, M&E for Development Projects, 2020

The objective of the Guidelines is to provide guidance in planning, project appraisal, M&E of projects in the public sector. The Guidelines outline the standards applicable to all new projects during preparation and appraisal, standards applicable to all new projects during M&E, information required during appraisal of locally administered projects, information required during appraisal of other projects (excluding locally administered projects) and the format to be used to collect information on projects implementation status.

Monitoring, Reporting and Evaluation Tools and templates

These tools and templates guide monitoring, evaluation and reporting. Counties can leverage on these tools to enhance their M&E functions. They include the Kenya National Evaluation Plan,

County Annual Progress Report (C-APR) Guidelines, 2022, CAPR Reporting Template and the Annual Progress Report Template.

International Framework

Kenya is signatory to international development agreements, which include the SDGs, the African Union (AU) Agenda 2063; and regional strategies of the Intergovernmental Authority on Development (IGAD), East African Community (EAC) and Common Market for Eastern and Southern Africa (COMESA). These agreements have progress reporting frameworks, which require a well-coordinated flow of timely and regular information to support reporting on Kenya's position in implementation of such agreements as well as facilitating peer review.

CHAPTER THREE: MONITORING AND EVALUATION POLICY OBJECTIVES AND PROVISIONS

The strategies of the M&E policy will be guided by the vision of the County Government of Mandera and aligned with both national and county development plans. The overarching goal, vision, mission, objectives, and guiding principles of the M&E policy aim to strengthen monitoring and evaluation practices in Mandera County.

3.1 Overall Policy Goal

The primary objective of this policy is to create a conducive environment for establishing and implementing county M&E functions that support Mandera County's development goals and objectives.

3.2 Vision

A regionally competitive and self-reliant County

3.3 Mission

To strategically position the County Government of Mandera to be innovative and competitive in achieving sustainable progress, wealth, health, cohesion and security for all

3.4 Policy Objectives

The Policy seeks to realise the following objectives:

- (i) Strengthen institutional and technical capacities to effectively monitor and evaluate policies, programmes and projects at all levels.
- (ii) To provide a mechanism for measuring efficiency and effectiveness of county development plans such as CIDP, Annual Development Plan (ADP), strategic, sectoral, spatial, Municipal plans among others).
- (iii) Strengthen the policy and legal framework for effective M&E function in the County.
- (iv) Promote an M&E culture in the County.
- (v) Enhance resource allocation for M&E function in the County.
- (vi) Strengthen data management to support M&E.

- (vii) Promote dissemination, communication and use of M&E findings, while ensuring timely and accurate reporting of progress and results at all levels.

3.5 Guiding Principles

The guiding principles embody the fundamental values of the County Government of Mandera concerning the M&E function and are designed to steer ethical behaviour. The following principles and their sub statements shall guide M&E function in the county.

- (i) **Transparency and Accountability:** All resources used for development purposes will be meticulously accounted for, and achieved results will be disseminated in formats readily accessible to all stakeholders. Comprehensive information on development policies, programmes, and projects will be disseminated to ensure accountability for the County Government of Mandera and all its development partners.
- (ii) **Ownership:** The people of Mandera County will have opportunities to participate in the planning, implementation, M&E of development outcomes.
- (iii) **Results Based Management:** All policies, programmes, and projects will be designed to achieve intended results and clearly benefit the people of Mandera. These benefits will be fully documented in programme and project reports, and their progress tracked through CIMES.
- (iv) **Partnerships and collaboration:** The County Government, development partners, and the people of Mandera will collaborate to ensure that all development plans are effectively executed for the benefit of the community.
- (v) **Disclosure:** Findings and lessons learnt from M&E activities will be disseminated through effective feedback mechanisms to policymakers, staff, beneficiaries, and the people of Mandera County.
- (vi) **Credibility:** M&E activities will be conducted using reliable data and observations. Reports will maintain consistency and reliability in data, findings, judgments, and

lessons learnt, ensuring the quality of instruments, procedures, and analysis used to collect and interpret information.

- (vii) **Utility:** M&E must meet the information needs of intended users, including financiers, programme implementers, beneficiaries, and the public. This will inform evidence-based decision-making, planning, and budgeting.
- (viii) **Social Inclusivity:** The County will strive for the inclusion of all community members, including the indigent, physically challenged, youth, and marginalised groups, in M&E processes.

3.6 Monitoring and Evaluation Policy Provisions Strategies

This sub-section outlines the strategies and interventions aimed at improving M&E in Mandera County. The implementation of the interventions will involve a wide array of sectors and stakeholders including the public and private sectors. The priority areas of policy intervention are discussed in subsequent subsections:

3.6.1 Monitoring

In this framework, policy implementers are required to consistently and methodically gather both quantitative and qualitative data on the progress of implementation relative to planned targets. This data will furnish implementers and other stakeholders with indicators that reflect the status of implementation progress toward achieving the established objectives. The monitoring process shall be guided by the following:

- (i) Indicator identification,
- (ii) Target,
- (iii) Data source,
- (iv) Frequency of data collection,
- (v) Responsibility for data collection,
- (vi) Data analysis and use,

(vii) Reporting and dissemination.

Monitoring of policies, programmes, and projects will be carried out at the sub-county, ward, and village levels. At the project level, monitoring will concentrate on outputs and progress towards achieving specific targets. At the programme level, monitoring will assess the impact of various interventions against predetermined objectives. Policy monitoring will entail gathering evidence on policy implementation and using these findings to influence decision-making processes.

3.6.2 Evaluation

Evaluations will encompass policies, plans, programmes, and projects, engaging stakeholders throughout all phases: pre-implementation, implementation, and post-implementation. This policy will encompass various types of evaluations, including formative, self, summative, impact, process, mid-term, end term, thematic, rapid evaluations, and reviews. The M&E department will develop a M&E plan outlining the types and frequencies of evaluations across the County. All evaluations will adhere to the CIMES framework and prescribed standards, emphasising the use of evaluation findings in decision-making. Internal evaluations will be conducted by implementing departments and agencies in collaboration with the M&E department. An independent body accredited and registered by a recognised professional body or stakeholders in a participatory process will conduct external evaluations. Evaluation findings will be shared with relevant stakeholders and conducted according to policy principles. The M&E department will coordinate the preparation of the County Evaluation Plan (CEP) and oversee all evaluations in the County's public sector.

3.6.3 M&E Tools

When implementing M&E in the County, the M&E Unit will adhere to the following guidance: the County Indicator Handbook, County M&E Plan, Project Management Committee Guidelines, Surveys, Public Expenditure Reviews, approved budgets, and public participation reports. The selection of tools, methodologies, and reporting formats will depend on the specific nature of the M&E activities and the stakeholders involved. Standard tools and templates outlined in the M&E Plans will be utilised for data collection, analysis, reporting, and storage. Additional tools will be developed or revised as necessary to meet specific needs.

3.6.4 Performance Measurement and Management

This Policy will advocate for and support the regular assessment of the performance or progress of policies, programmes, or projects in accordance with CIDPs. Evaluation will focus on achievements at institutional, sectoral, individual, and policy levels, relative to established targets across the County, Sub-County and Ward levels. This process will involve gathering and analysing evidence to guide decision making. Budget allocations at all levels will be monitored to ensure effective and efficient utilisation. Performance management targets will be based on measurable and time-bound indicators as detailed below:

- (i) Linkage to departmental mandates.
- (ii) Citizen participation in the evaluation of the performance of county government; public sharing of performance progress status.
- (iii) Annual performance reports.
- (iv) Performance contracting and performance appraisal system.

Further, to help entrench the culture of M&E in the county, incentives and sanctions for M&E may be considered for rewarding departments, entities, sectors or individuals for adherence with this policy.

3.6.5 Utilisation of M&E findings

Each County department shall consider the M&E reports prepared by the M&E Directorate in the execution of its duties. Evaluation findings will be utilised to bolster strategic and long-term planning, formulate policies, justify budget requests, allocate operational resources, enhance programme implementation efficiency, and improve communication with the public to foster trust.

3.6.6 Integration of Cross-Cutting Issues in Monitoring and Evaluation

This policy will advocate for the integration of crosscutting issues such as climate change, youth, gender, Persons Living with Disabilities (PLWDs), and human rights principles into the monitoring and evaluation of policies, programmes, and projects. This includes incorporating these

issues into the design of evaluation methods and terms of reference, ensuring that interventions have an impact on these cross-cutting concerns.

3.6.7 Capacity Development

The M&E Directorate working with stakeholders will create a capacity development strategy to oversee M&E skill building in the County. This will involve regularly assessing and updating the M&E curriculum, as well as securing resources to strengthen M&E capabilities. Continuous training sessions will be organised for stakeholders and departmental technical officers to enhance their proficiency in M&E.

3.6.8 Financing and Resource Mobilisation

The County Government will guarantee sufficient financial resources for the successful execution of this policy. Funding will encompass staffing, external technical assistance, capacity building, capital expenditures, and operational costs. Implementing this policy necessitates allocating not less than 0.5% of the total development budget. Acknowledging resource limitations within the County's financial framework, the policy proposes seeking partnerships and collaborations with donors, development partners, the private sector, and public-private partnerships to achieve its goals.

CHAPTER FOUR: REPORTING REQUIREMENTS AND KNOWLEDGE MANAGEMENT

4.0 Introduction

This chapter defines the reporting requirements and processes for learning and knowledge management, aimed at ensuring that County M&E reports fulfill their intended purposes.

4.1 Reporting Structure

- (i) The County Departments and development partners must submit timely and accurate progress reports on programmes and projects, adhering to approved reporting standards and formats, to the M&E Directorate.
- (ii) Each department will designate an M&E champion who, in collaboration with the M&E focal person, will oversee the preparation and submission of Quarterly and Annual M&E reports.
- (iii) M&E reports from all Department will encompass submissions from all Directorates, Units, sections and levels of devolved entities and institutions, including, Semi-Autonomous entities, Sub-counties, Wards, Villages, and development partners.
- (iv) The respective Chief Officers will submit these reports to the M&E Directorate.

4.2 Reporting Requirements

Monitoring reports will include implementation updates on policies, projects, and programmes, along with all annual performance reports. Evaluation reports will cover all significant evaluations commissioned by the County M&E Committee, including those for projects/programmes and Midterm and End term Reviews of CIDPs. These reports will be submitted to the relevant department as specified in the terms of reference. Quarterly M&E reports are due by the 10th day of the month following the end of each quarter. Annual reports must be submitted to the County Assembly by 31st of July following the conclusion of the financial year.

4.3 Reporting Templates and Formats

- (i) The County M&E Directorate shall design formats for data collection processes, tools, analysis and reporting for use by all departments and partners that support development in the County.
- (ii) The County M&E Directorate may from time-to-time request for specific information at any given time from any other directorate or development partners for special reporting.

4.4 E-Reporting

To enhance effective monitoring and evaluation (M&E), a web-based CIMES system will be developed for real-time reporting and information sharing. This system is expected to facilitate:

- (i) Submission of standard quarterly progress reports for all directorates to the monitoring and evaluation committees,
- (ii) Submission of annual project status reports of departments to monitoring and evaluation committees.
- (iii) Use of a reporting software that has several parameters that allows for engagement and feedback mechanism.

4.5 Communication of Results

To ensure effective feedback, all information generated through M&E must be widely disseminated. Therefore, this policy underscores the importance of implementing a communications strategy to facilitate information sharing as detailed below:

- (i) The M&E Directorate, in collaboration with all stakeholders, will formulate a Communication Strategy for the CIMES and establish partnerships to ensure its effective implementation. This strategy will consider the cultural context and lifestyles of the people of Mandera County.

- (ii) County departments are encouraged to explore the most cost-effective methods for sharing and disseminating M&E information, as outlined in Article 35 of the Constitution of Kenya.

4.6 Learning and Knowledge Management

The primary goal of knowledge management in M&E is to foster a culture of learning, apply lessons learnt, and adopt best practices. The components of knowledge management in M&E will encompass:

- (i) Developing a learning and knowledge management strategy for the County.
- (ii) Establishing an electronic record-keeping system for pertinent M&E information, including documenting success stories and best practices, among other data.
- (iii) Evaluating, reviewing, and enhancing existing knowledge management structures. Innovative methods will be implemented to keep M&E practitioners and professionals engaged year-round. This may involve:
 - Conducting regular training forums for all key stakeholders involved in M&E implementation in the county.
 - Engaging M&E stakeholders through brainstorming sessions, reflective meetings, and consistent use of social media platforms.

CHAPTER FIVE: INSTITUTIONAL FRAMEWORK AND ROLE OF STAKEHOLDERS, STATE AND NON STATE ACTORS

This section highlights the institutional framework, coordination structures and roles of the stakeholders in the implementation of this policy. It also highlights the various proposed membership, and roles. The section also outlines roles and responsibilities of various M&E committees, key actors, institutions involved in supporting and implementation of policies, projects and programmes in Mandera County. This shall ensure proper coordination, facilitate complementarities and synergies in the monitoring, evaluation, and ultimately improve delivery of public services. Effective coordination requires that the responsibilities, mandate, and roles of each actor be established and monitored for reporting.

5.1 Key Committees

The county will establish the M&E structure, which will constitute the following committees:

Committee or Forum	Members	Responsibilities	Frequency of meetings
County Assembly Committee responsible for Finance & Economic Planning	Members of County Assembly (MCAs)	<ul style="list-style-type: none"> Receive county M&E reports, review and present to the County Assembly for approval. Authorise the governor to present the report at the summit 	As per the County Assembly calendar
County M&E Forum	Chair: <ul style="list-style-type: none"> Governor or Deputy Governor/ or his/her designate. Membership: <ul style="list-style-type: none"> All CECMs, Heads of EMU and DU, Heads of development partners in the county. County Secretary Convenor: <ul style="list-style-type: none"> CEC Member responsible for finance and economic planning functions at the county level 	<ul style="list-style-type: none"> Receive, review and endorse M&E reports from CoMEC Present quarterly M&E reports to the County Assembly. Give policy directions on M&E at the county level Ensure the M&E Policy is implemented as desired. Review the M&E policy every five years and recommend necessary changes based on emerging practices. 	Quarterly
County Citizen Participation Fora (As per the Public Participation Act 2020)	Chair: <ul style="list-style-type: none"> CECM or Chief Officer responsible for the topic of the forum Membership: <ul style="list-style-type: none"> Representatives of NGOs, and CSOs 	<ul style="list-style-type: none"> Participate in development of M&E indicators to monitor and evaluate CIDP Review and give feedback to M&E reports. 	Annually

Committee or Forum	Members	Responsibilities	Frequency of meetings
	<ul style="list-style-type: none"> ○ Representative of Evaluation Society of Kenya. ○ Representatives of rights of minorities, marginalized groups and communities ○ Representative of private sector business community. ○ Development partners' representatives in the county. ○ Youth representative. ○ PLWDs representative. ○ Women representative. <p>Convenor:</p> <ul style="list-style-type: none"> ○ Responsible CECM or Chief Officer. 		
County M&E Committee (CoMEC)	<p>Co-Chairs:</p> <ul style="list-style-type: none"> ○ County Secretary <p>Membership:</p> <ul style="list-style-type: none"> • Deputy Head of EMU and DU. • Heads of technical departments of the national government at county level • County chief officers • County Assembly Clerk • Representatives from devolved funds • Technical Representatives managing all other Non- Devolved Funds in the County <p>Convenor:</p> <ul style="list-style-type: none"> • Chief Officer responsible for Economic Planning and Statistics 	<ul style="list-style-type: none"> ○ Oversee delivery, quality, timeliness and fitness for purpose of M&E reports. ○ Drive service delivery through Results Based Management. ○ Receive, review and approve county and sub-county M&E work plans and M&E reports. ○ Convening County Citizen Participation fora to discuss M&E reports. ○ Mobilisation of resources to undertake M&E at county and sub-county level. ○ Approve and endorse final county indicators ○ Submission of M&E reports to NIMES, CIF, CoG, constitutional offices and other relevant institutions. ○ Dissemination of M&E reports and other findings to stakeholders, including to County Fora 	Quarterly
Technical Oversight Committees (TOC)	<p>Chair:</p> <ul style="list-style-type: none"> ○ Chief Officer responsible for Economic Planning and Statistics <p>Membership:</p> <ul style="list-style-type: none"> ○ Up to ten technical officers versed in M&E from a balanced group of county departments and 	<ul style="list-style-type: none"> ○ Identify, commission and manage evaluations. ○ Review of the M&E reports. ○ Present M&E reports to CoMEC. ○ Capacity building for M&E. ○ Sets the strategic direction for CIMES. ○ Approves M&E Directorate's work plan and advises M&E Directorate on actions to be taken on various M&E issues. 	Quarterly

Committee or Forum	Members	Responsibilities	Frequency of meetings
	<p>non-devolved function department.</p> <ul style="list-style-type: none"> County Coordinators of EMU/DU. <p>Convenor:</p> <ul style="list-style-type: none"> M&E Director. 	<ul style="list-style-type: none"> Approves indicator reports for use by CoMEC. Endorses M&E Directorate's reports to be presented to CoMEC 	
Sector Monitoring & Evaluation Committees (SMEC)	<p>Chair:</p> <ul style="list-style-type: none"> Co-chaired between a CECM of the Sector or his/ her representative and Head of National government entity in the Sector at the County <p>Membership:</p> <ul style="list-style-type: none"> COs and Directors from the relevant Sector at the County government. Heads of National government in the Sectors. Representatives of the relevant development partners. Focal persons and M&E Champions from the Sector. <p>Convenor:</p> <ul style="list-style-type: none"> CECM of the Sector. 	<ul style="list-style-type: none"> Produce sector M&E reports Develop sector indicators Undertake sector evaluations Present sector M&E reports to the TOC 	Quarterly
Sub County Monitoring & Evaluation Committees (SCoMEC)	<p>Co-chair:</p> <ul style="list-style-type: none"> Sub-county administrator and Deputy County Commissioner (DCC) <p>Membership:</p> <ul style="list-style-type: none"> HODs at the sub-county level, development partners, CSOs etc. Sub County Coordinators for EMU and DU <p>Convenor:</p> <ul style="list-style-type: none"> Sub-county M&E officer 	<ul style="list-style-type: none"> Produce sub-county M&E reports Present M&E reports to the TOC Develop M&E indicators 	Quarterly
Ward MEC	<p>Co-chair:</p> <ul style="list-style-type: none"> Ward Administrator and Assistant County Commissioner (ACC) <p>Membership:</p> <ul style="list-style-type: none"> HODs at the ward level, development partners, CSOs etc. <p>Convenor:</p> <ul style="list-style-type: none"> Ward Administrator 	<ul style="list-style-type: none"> Produce ward M&E reports Present M&E reports to the SCoMEC Develop M&E indicators 	Quarterly
Village MEC	<p>Co-chair:</p> <ul style="list-style-type: none"> Village Administrator and Chief <p>Membership:</p> <ul style="list-style-type: none"> Village Council. 	<ul style="list-style-type: none"> Participate in the development of indicators process Participate in monitoring of projects in respective villages Provide feedback on M&E reports 	Quarterly

Committee or Forum	Members	Responsibilities	Frequency of meetings
	Convener: <ul style="list-style-type: none"> o Village Administrator 		

5.2 Key stakeholders and actors

The Department in charge of monitoring and evaluation function in collaboration with other state actors will align themselves in the implementation of this Policy. In addition, the department will provide the overall county coordination of sectoral and non-state actors initiatives geared towards the implementation of strategies identified in this Policy. Further, the Department, with support from stakeholders will undertake sensitisation on the Policy, research, monitoring, evaluation, and annual reporting on the status of monitoring and evaluation in the County. Other state actors, including other departments, shall support the implementation of M&E strategies and activities outlined in the policy. Apart from the monitoring and evaluation directorate in the county, various state actors shall contribute to the successful implementation of M&E functions. These include the County Assembly, the Governor, Chief Officers representing the different departments among other state actors. In the order to ensure effectiveness in coordination, the M&E structure will undertake their activities as per the CIMES guidelines. The following are the main stakeholders and actors in the County:

Stakeholder/ Actor	Responsibilities
County Governor	<ul style="list-style-type: none"> o Chair of the County M&E Forum. o Presents county M&E reports to the Summit. o Provides vision and leadership and drives delivery of the CIDP o Holds county CECM Members to account for their M&E targets. o Holds CECM Members and County Secretary to account for use of the Performance Management System (PMS) to provide real time reporting on service delivery and results. o Ensuring that M&E structures are established in the County. o Championing M&E and Performance Management as tools for delivery of development and services in the county. o Promoting the role of the M&E Directorate in advancing Results Based Management and public service delivery that ensures the CIDP objectives and outcomes meet the needs of citizens.
County Secretary	<ul style="list-style-type: none"> o Co-chair of the CoMEC o Responsible for coordination of activities in county government o Personally accountable for ensuring that all county government officers operate as required o Provide timely and accurate reporting according to the County PMS Policy o Ensure that the Chief Officer responsible for Economic Planning operationalises the M&E function as a tool for delivery of development and services in the county

Stakeholder/ Actor	Responsibilities
CECM in Respective Sectors	<ul style="list-style-type: none"> Co-chair respective SMEC Oversee the development of sector specific M&E indicators Oversee preparation of sector M&E reports Ensure Sector M&E reports are presented to the TOC Collaborate with M&E Directorate in undertaking sector evaluations Liaise with sector heads of National government agencies at the county on M&E
Directors of National Government Agencies of Respective Sectors at the County	<ul style="list-style-type: none"> Co-chair respective SMEC Develop sector specific M&E indicators Oversee preparation of sector M&E reports Collaborate with M&E Directorate in undertaking sector evaluations Liaise with sector heads at the county government level on M&E.
Director of Economic Planning and Statistics	<ul style="list-style-type: none"> Ensures that M&E is mainstreamed in the County Economic Planning and Statistics.
Directors of Sector Departments at the County Government Level	<ul style="list-style-type: none"> Prepare departmental M&E reports Prepare M&E indicators for the department Collaborate with M&E Directorate in undertaking evaluations in their respective departments Present departmental M&E reports to the SMEC Focal persons for M&E in their respective departments.
County M&E Director	<p>Set up the monitoring and evaluation system:</p> <ul style="list-style-type: none"> Develop the overall CIMES framework Prepare the M&E plan with a detailed budget Prepare county M&E framework Supervise the work of the M&E office staff; provide guidance and technical support. Develop county M&E indicators in collaboration with KNBS and MED to ensure standard definition and classification. Establish contacts with national and other county monitoring and evaluation stakeholders. Review and provide feedback to programmes on the quality of methodologies established to collect monitoring data, and document the protocols that are in place for the collection and aggregation of this data. Establish an effective system for assessing the validity of monitoring and evaluation data through a review of CIDP implementation activities, completed monitoring forms/databases, and a review of aggregate-level statistics reported. <p>Implementation of monitoring and evaluation activities:</p> <ul style="list-style-type: none"> Oversee the monitoring and evaluation activities included in the CIDP, with particular focus on results and impacts as well as in lesson learning. Promote a results-based approach to monitoring and evaluation, emphasising results and impacts. Coordinate the preparation of all monitoring and evaluation reports; guide staff and executing partners in preparing their progress reports in accordance with approved reporting formats and ensure their timely submission. Prepare consolidated progress reports for the CoMEC, including identification of problems, causes of potential bottlenecks in implementation, and provision of specific recommendations. Check that monitoring data are discussed in the appropriate committees, (including citizens participation fora), and in a timely fashion in terms of implications for future action. Undertake regular field visits to support implementation of monitoring and evaluation, check the quality of data produced, and identify where adaptations might be needed; monitor the follow up of evaluation recommendations with Programme Managers. Foster participatory planning and monitoring.

Stakeholder/ Actor	Responsibilities
	<ul style="list-style-type: none"> Organise and provide refresher training in monitoring and evaluation for CIDP projects/ programmes and other agencies implementing staff, county-based NGOs and key county stakeholders with a view to developing local monitoring and evaluation capacity. Undertake evaluations in the county
County M&E Unit: With two sub-units (1 for county & 1 for national)	<p>Composition:</p> <ul style="list-style-type: none"> To be headed by a County M&E Director, assisted by several sector M&E officers/ Focal persons, each responsible for compilation of M&E data for a number of projects/ programmes of specified departments and national government. <p>Responsibilities:</p> <ul style="list-style-type: none"> The overall responsibility for ensuring use of the M&E system in the county lies with the Director of M&E, who works closely with all Directors in the county to ensure timely production of M&E reports Provide technical support and coordination of CIMES, including its institutionalisation within the county. Prepare periodic CIMES performance reports for presentation to CoMEC. Supporting the development of capacity for M&E through training, coaching and mentoring. Coordinate regular M&E reports produced within the county departments and other agencies resident in county. Support the implementation of the CIMES Guidelines and Standards as the main M&E tool across the county. Maintaining the support systems that underpin reporting, such as the monitoring website and database of M&E (APR), comprehensive Public Expenditure Review (CPER), evaluations, Public Expenditure Tracking Surveys (PETS) and Metadata, etc.). Systematically capture lessons learnt from successes, challenges and failures.
The National Treasury and Planning (MED)	<ul style="list-style-type: none"> External Facilitator and neutral validator Receive and consolidate county M&E reports Capacity building for CIMES Set evaluation standards Update the CIMES Guidelines Technical backstopping for CIMES
EMU/DU	<ul style="list-style-type: none"> Is located in the Office of the Governor, and provides the engine to drive priority projects and programmes for the Governor To remove duplication of efforts from the M&E Units, EMU/DU undertakes monitoring of county government activities in the field. Is led and managed by Head of EMU/DU Provides timely reporting to the governor on service delivery Conducts field visits on service delivery sites and stations to monitor the quality of services given to the citizens Uses technology-supported Performance/M&E/Reporting systems for efficient, accountable and transparent working Ensures programmes are implemented as per, the CIDP and the Annual Work Plans Shares its findings with line departments to enhance service delivery Monitors service charter to ensure citizens expectations are met Provides a platform to address citizens' concerns e.g the governor's hotline, website, social media etc.
	<ul style="list-style-type: none">

5.3 Role of Non-State Actors

These include Development Partners, Civil Society Organisations, Private Sector Organisations, Foundations, Faith Based and Community Based Organisations. They shall not only undertake M&E but also advocate for the use of M&E, mobilise resources and provide technical support for M&E activities in the County. They play a pivotal role in M&E by complementing the efforts of government agencies and international organisations. Their participation in M&E processes brings a diverse range of perspectives, expertise, and resources to the table. Non-governmental organizations (NGOs), civil society groups, academia, and private sector entities often engage in monitoring and evaluating projects and programmes, contributing to increased transparency, accountability, and effectiveness. They act as watchdogs, holding governments and institutions accountable for their actions and outcomes. Additionally, non-state actors frequently offer grassroots insights and community-based data that can be instrumental in improving development initiatives. Their involvement fosters collaboration, fosters a more comprehensive understanding of complex issues, and strengthens the overall quality of M&E practices, ultimately leading to more informed decision-making and improved outcomes in various sectors, from public health to education and environmental conservation.

The non-state actors include the CSOs, development partners, CBOs and charitable foundations. Non-state actors will be involved in ensuring accountability and transparency in implementation of M&E activities, advocacy, and capacity building initiatives aimed at improving the M&E culture in the county.

5.4 Citizens and the Public

The County citizens are the beneficiaries of development activities and have the right of receiving information on the status of programme/project implementation vis-a-vis relevant plans and budgets. Such information could be displayed clearly in public places such as outside the offices, on the project sites, in marketplaces and on the web. They will also participate in M&E activities as well as have the responsibility of giving information to other development stakeholders, including alerting M&E Unit of any successes and failures in various public investment programmes.