

**DETERMINANTS OF ADOPTION OF PARTICIPATORY MONITORING
AND EVALUATION IN MANAGEMENT OF PUBLIC SECONDARY
SCHOOLS IN KISUMU EAST DISTRICT, KENYA**

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BY

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**A RESEARCH PROJECT REPORT SUBMITTED IN PARTIAL
FULFILLMENT OF THE REQUIREMENTS FOR THE AWARD OF THE
DEGREE OF MASTER OF ARTS IN PROJECT PLANNING AND
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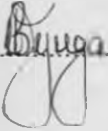
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DECLARATION

This research project report is my original work and has not been presented for any award in any University.

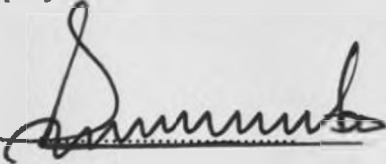
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DEDICATION

The research project is dedicated to my children Lenny, Joe, Chris and to my husband Amos Oyuga.

ACKNOWLEDGEMENT

This report is a product of research conducted in Kisumu East District on the factors influencing the adoption of participatory monitoring and evaluation in management of public secondary schools. I extend my appreciation to my lecturer Dr. Raphael Ondeko Nyonje for guiding me throughout this project. To me, he is a platinum standard when it comes to expertise and devotion. Indeed, his unreserved support and invaluable guidance is an aspiration to me. I thank my colleagues of University of Nairobi for their immense contribution towards the final compilation, typing, editing and printing of this proposal report. I also thank Dr Rambo for his guidance on this proposal writing. I acknowledge my children's sterling performance in education which has challenged and inspired me to further my studies. My appreciation to my husband too, who has encouraged and supported me in pursuing my course at this level. Finally, I would like to extend my gratitude to University of Nairobi, Department Extra-Mural Studies for having accorded me an opportunity to engage in this particular research project. I also acknowledge and thank all my lecturers in this department for having assisted me in one way or another towards the writing of this report, may the almighty God bless them in a special way.

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LIST OF ABBREVIATIONS AND ACRONYMS

- ALNAP:** Active Learning Network for Accountability and Performance in Humanitarian Action
- BOG:** Board of Governors
- DEO:** District Education Officer
- UNDP:** United Nations Development Programme
- UNICEF:** United Nations International Children's Fund
- PM&E:** Participatory Monitoring and Evaluation
- M&E:** Monitoring and Evaluation.
- PTA:** Parents Teachers Association
- QASO:** Quality Assurance and Standards Officer

ABSTRACT

In schools, participatory monitoring and evaluation is one of the reforms which seek to improve performance in management and academic performance. This activity investigates the manner in which project outputs interact in the context of an individual school, community or classroom. Furthermore, the projects do not assess the collective impacts in terms of enhanced teaching and learning processes or in relation to student participation and learning outcomes. The purpose of the study was to establish factors influencing participatory monitoring and evaluation in management of public secondary schools in Kisumu East district. This study sought to meet five objectives: to investigate the extent to which demographic characteristics of school principals influence and evaluation; determine the extent to which government policies influence participatory monitoring and evaluation; to establish the influence of manager's skills and knowledge on adoption of participatory monitoring and evaluation in management of public secondary schools, and identify challenges faced by schools in implementing participatory monitoring. The study adopted a descriptive survey design in assessing the factors. The target population was 63 public secondary schools out of which 12 had been selected for the study. The total number of board of governors sampled was 120, 12 head teachers, 12 deputy head teachers, 24 parents teachers association members and 3 officers in the District Education Office. A pilot study was carried out in Kisumu East district, on 5 schools which were not part of the sample to assess the validity and reliability of instruments. Descriptive statistical components such as tabulation were used to analyze the responses, concerns and views of the respondents to give general descriptions of the data. The study found out that knowledge and skills of principals and board of governors influences adoption of participatory monitoring and evaluation in public secondary schools. The study also established that board of governors and principals have little knowledge on policies guiding monitoring and evaluation in management and this too was found to influence adoption of participatory monitoring and evaluation in management of public secondary schools. Other factors identified included staff capacity, availability of funds, attitude of school managers, and level of involvement of stakeholders, politics and competence. The boards have inadequate knowledge of policies guiding monitoring and evaluation and they do not adhere to them leading minimal adoption of participatory monitoring and evaluation in management. The study concludes that school managers have little knowledge on participatory monitoring and evaluation and efforts should be made by the appointing authority to train them. The study also concludes that although participatory monitoring and evaluation is practiced its impact is still localized and efforts should be made to encourage wider participation of all stakeholders and training facilitated. The study recommends that in order to improve adoption of participatory monitoring and evaluation in management in public secondary schools, all stakeholders should be trained on participatory approaches to management, and policy issues. Areas that need further research include establishing other factors influencing implementation of participatory monitoring and evaluation.

CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

Participatory monitoring and evaluation is a research that involves both trained evaluation personnel and practice based decision makers working in partnership (Cousins and Earl, 1992). This practice is carried out in organizations, schools inclusive with a purpose of restructuring and enhancing performance standards. According to Alkins (1991), the participants are 'primary users'. Participatory monitoring and evaluation is conceptually distinguishable from various forms of action research and other types of collaborative inquiry such as stakeholder valuation in that; it involves a relatively small number of primary users unlike stakeholder evaluation which engages a large number of potential interested members of the organization.

Participatory monitoring and evaluation also engages participants in entire process of Monitoring & Evaluation whereas stakeholder monitoring and evaluation involves members in a consultative way, it clarifies domains and establish basis for evaluation. For participatory monitoring and evaluation to become viable certain organizational realities must be taken into account; First and key monitoring and evaluation must be valued by the organization management. Secondly the administration must provide time and resources required for the process. Finally it is necessary to ensure that the staff is likely to participate in the Monitoring & Evaluation process has sufficient research knowledge and experience

Within the international development environment, criticisms of conventional approaches to participatory monitoring and evaluation practices have been reported on the grounds of diminished contribution towards development results. The themes of criticism include; lack of stakeholder participation and responsiveness, lack of participatory monitoring and evaluation focus on project processes in relation to results limited conceptualization in a manner that

advocates independence and objectivity, limiting local participation conducted by outside experts who extract information, utilizing externally determined indicators over a short time span too to understand the complexity of Local Context (ALNAP, 2001)

Two frequent criticisms have been made of participatory monitoring and evaluation approaches in relation to stakeholders. Firstly the most important stakeholders, those who are intended to facilitate or benefit from project activities, have often had very little voice in the design, implementation, monitoring and evaluation of project activity. Such an approach is counter productive to local ownership and capacity building and detrimental to sustainable development (Green 2003). Secondly, participatory monitoring and evaluation activities treat stakeholders in a generic way, as an undifferentiated mass and expresses insufficient regard for different interests and motivations of stakeholders – groups at different levels, their varying capacities to participate and their varying perceptions access to project benefits. PM&E is typically conceptualized as project- specific ending with the project rather than as a potentially valuable tool that could be embedded in local practice to inform ongoing quality improvement processes – opportunities are not availed to maximize the potential gain in capacity building terms from the significant investment in M&E activities (Riddle, 1999) M&E is often inadequately planned and poorly timed with limited regard for quality control or monitoring of standards (Nicholls 2002, ALNAP, 2001).

In Latin America, participatory Monitoring & Evaluation activities in public schools frequently focus narrowly on project inputs, activities, for example collecting evidence, through systematic observations, regular bookkeeping or planned qualitative study and outputs for example teachers trained, curriculum developed, material printed or classrooms constructed. M & E accords insufficient regard to the complexity of development contexts, fails to scrutinize to theories of change underpinning particular strategies utilizes dubious criteria for ascribing project success and fails to disaggregate development benefits by population type (Active

Furthermore, M&E activities frequently privilege the information needs of certain stakeholder groups whilst failing to acknowledge or respond to the information needs of others in high school (Bamberger, 2000) These activities fails to specify the manner in which M&E knowledge will feed back to improved practice and fail to facilitate and document the outcome of such feedback to improved practice and fail to facilitate and document the outcome of such feedback processes.

In Cambodia, access to PM&E knowledge is limited (Nichols, 2002). Participatory Monitoring & Evaluation is conceptualized as project specific rather than a valuable tool to inform improvement processes in public secondary school. In these countries P M&E approaches in public secondary have excluded the voices of those who are potential beneficiaries from activities in terms of designing implementing, monitoring and evaluation. Both design of programs and PM&E projects activities in southern Asia treat stakeholders in a very generic way. This discourages them from actively committing themselves in the process (Riddle, 1999).

In Thailand, schools are governed by a small group of people, especially by principals and the persons close to the principal. This can hinder adoption of PM&E because bringing many people on board will call for accountability which the principal may not welcome readily for fear of being held responsible for mismanagement. The voices of other members of the school management committees are not reflected in day-to-day school operations and in management because of the powers vested on the principal as the final man in school management (Murata, 2007). As in the sections for Indonesia and Thailand, teachers and principals are presently one of the least-prepared groups for school based management because they are trained for teaching in their classrooms, but not monitoring and evaluation experts or seasoned spokespersons for all the educational stakeholders at the school level (Gamage and Sooksomchitra, 2004). The lack of training negatively impacts on monitoring evaluation in budgeting, monitoring of funds.

implementation of projects, and auditing leading to lack of accountability and transparency in financial expenditure.

In Sub-Saharan African countries particularly in Zambia, the School Management Committees and School Governing Boards often conflict in executing roles. Money is usually given to government aided schools thus creating a battle between the two bodies over who should be responsible for management and this battle slows down decision making and consequently affects adoption of PM&E and implementation of projects (Benell and Sayed, 2002). The result is that utilization of funds is delayed and projects are not completed in time. If projects are achieved on time and are within the planned budget they are judged as successful (Buchert, 1998). Monitoring and evaluation only but provides general guidelines and principles for collecting information of better quality than is typically available to schools level decision making.

Similarly in Kenya, PM&E is not comprehensively done due to various factors among them allocation of insufficient funds for this process (Jackson, 1999). There are doubts on quality management capabilities, training levels and effectiveness of the boards of governors in monitoring and evaluation (GOK, 2005). The lack of training and competence leads to inefficiencies which impede adoption of PM&E in management. The appointment of BOG in Kenya is occasionally coupled with political interference contrary to government policy. Political interference opens doors to incompetent people who do not understand the parameters used in monitoring and evaluation (GOK, 1999). It is against this background that the study seeks to establish to factors influencing adoption of PM&E in management of public secondary schools in Kisumu East District.

1.2 Statement of the Problem

Participatory monitoring and evaluation activities in education have not been fully embraced by managers and stakeholders. This therefore has hindered effective implementation and achievement of quality performance. In the education sector, over the past fifteen years, the imperative to achieve quality basic education for all has been the catalyst of many projects. Internationally supported education reforms have produced disappointing results in impact and sustainability terms (Crossly, 2001). This is because projects do not formally investigate the manner in which project outputs interact in the context of an individual school, community or classroom. This is due to lack of competent management in PM&E. Furthermore, the projects do not assess the collective impacts in terms of enhanced teaching and learning processes or in relation to student participation and learning outcomes (Bamberger, 2000).

In as much as M&E has been carried in school, effective adoption of participatory practice has not been realized. This is so because most the key participants who are board of governors (BOG) and parent representative (PTA) are not competent enough to carry out PM&E. In some cases they are unwilling to do this duty because they are not well remunerated.

The teacher, resource is very vital since they are responsible for curriculum delivery, setting of school programmes, monitoring and evaluation. The inability of Ministry of Education (MoE) to employ teachers to replace those exiting through natural attrition has left a big short fall in schools with the introduction of free secondary Education. The upsurge of enrolment in primary has been offloaded to secondary schools which are understaffed hence making adoption of PM&E and its implementation challenging due to high student teacher ratio.

The other problem is lack of adequate supervision of PM&E. Teachers monitor and evaluates student performance through classroom teaching and internal assessment tests which they prepare. However the QASO hardly assess the quality of the tests, all they monitor is how many tests are done in a term. The other problem is that PM&E designs are not based on

comprehensive analysis of the existing nature, strengths and weakness at school level, which would provide a baseline for monitoring. how to approach the institution, conceptualization of quality and weak intervention strategies approaches in monitoring and evaluation (Ministry of Education, 2003) For years M&E of teachers was viewed by teachers and school principals as frustrating and intimidating because most times the QASO officers visit schools on a mission of fault finding and hence some teachers do not avail themselves to be monitored and evaluated. In some cases the teachers perfect their classroom teaching and learning just for that period of assessment.

Studies conducted verify the necessity of participatory monitoring and evaluation. One study presented by Cooley and Bickel (1986) was undertaken at Scarborough Board unit - an internal evaluation school unit which operates on a decision oriented research. In this study the board involved PM&E methods by teachers, students to increase understanding, commitment and utilization on the part in teachers and learners (Cousins & Earl 1492). The study focused on improvement, it emphasized on change as an ongoing process and that advances in curriculum and therefore requires collaboration and co-operative participation. The school responded positively to this and improved in performance (Alkins, 1999). This is however lacking in most Kenyan schools and if nothing is done to strengthen participation then the management systems of schools will collapse. There is need to encourage cooperation as a way of participation in monitoring and evaluation. It's on this basis that this research pursues to establish the factors which influence adoption of PM&E and ways of addressing challenges encountered so as to improve performance standards in our schools.

1.3 Purpose of the Study

The purpose of the study was to establish the factors influencing adoption of participatory monitoring and evaluation in management of public secondary schools in Kisumu East district, Kenya.

1.4 Objectives of the Study

The study objectives were to;

1. Investigate the extent to which demographic characteristics of school managers influence participatory monitoring and evaluation in public secondary schools in Kisumu East district.
2. Examine the extent to which government policies on M&E influence participatory monitoring and evaluation in public secondary schools in Kisumu East district.
3. Establish the level at which managers' skills and knowledge in monitoring and evaluation influence adoption of participatory monitoring and evaluation in public secondary schools in Kisumu East district.
4. Identify challenges faced by schools in implementing participatory monitoring and evaluation in Kisumu East district

1.5 Research Questions

The study sought to answer the following questions:

1. To what extent do demographic characteristics of school managers influence Participatory Monitoring & Evaluation in public secondary schools in Kisumu East district?
2. To what extent does government policy influence Participatory Monitoring and Evaluation in public secondary schools in Kisumu East district?

3. What influences do skills and knowledge of manager's exert on adoption of Participatory Monitoring & Evaluation in management of public secondary schools exert in Kisumu East district.
4. Are there challenges faced by schools in implementing Participatory Monitoring & Evaluation in Kisumu East district?

1.6 Significance of the Study

It is hoped the study will enable the government understand the focus of participatory monitoring and evaluation, factors influencing participatory monitoring and evaluation, principals will identify weaknesses and strengths in implementing M&E and understand their roles in implementation of participatory monitoring and evaluation and identify the opportunities for improvement of their roles in participatory M&E. This study is also hoped to help the stakeholders such as Board of Governors (BOG), Parents Teachers Association (PTA), the NGOs, and other development partners to understand the focus of PM&E and problems surrounding participatory M&E strategies and come up with solutions to enhance efficiency of the process.

1.7 Basic Assumptions of the study

This research assumed that, the selected sample was sufficient and representative of the study on the factors influencing the effectiveness of PM&E, the government and development partners understand their roles in implementing PM&E and were already effecting their roles, and all respondents would co-operate and give information without bias. This study also assumed that participatory M&E is an ongoing process being implemented effectively and that its benefits were being felt in the education sector.

1.8 Limitations of the Study

The limitation of the study was the vastness of the area which required significant amount of time to collect adequate data, which the study had no control over. To overcome this limitation the study used cheaper modes of transport for example motor cycles to access interior schools.. This ensured that the targeted population was reached. The responses generated were limited to the knowledge of respondents on the subject matter.

1.9 Delimitations of the Study

The study was delimited to the factors influencing the adoption of participatory monitoring and evaluation in management of public secondary schools in Kisumu East district. The district was selected on the basis of the researcher's proximity to it, it also had schools of different categories i.e. provincial and districts and was located within the urban and rural set up, and hence a good comparison could be made of influential factors. The respondents selected were BOGs, PTAs and Principals. Their responses were delimited to the topic. They were not used to generalize facts on the same study to cover the whole country. The research instrument were questionnaire and interview schedules.

1.10 Definition of Significant Terms as Used in the Study

Demographic characteristic: Variables relating to age, gender and education level of an individual.

PM&E: A joint effort of partnership among stakeholders to systematically monitor and evaluate development and education activities within a school.

Government policy on PM&E: Principles of action proposed by the government to ensure individual indulgence in monitoring and evaluation.

Adoption of PM&E: Accepting, approving or effecting the principles of monitoring and evaluation.

Knowledge in PM&E: The experience applied by managers in monitoring and evaluation.

Managerial Skill and knowledge in PM&E: The experience applied by managers in monitoring and evaluation.

Influence: Determine or cause to change shape.

Monitoring: It's an ongoing activity which tracks the performance and progress of a project against what was planned.

Evaluation: It is a systematic and objective assessment of ongoing or completed projects or programmes.

School: An institution for giving instruction

Principal: Head teacher in a secondary school.

1.11 Organization of the Study

The study was organized into five chapters. The first chapter provides details on background of the study, problem statement, purpose of the study, objectives of the study, research questions, and justification of the study, significance of the study, assumptions of the study, scope, limitations, de limitations, and organization of the study. Chapter two reviews literature on management of schools in selected countries in the world, management of secondary schools in Africa and Kenya, role of B.O.G in financial management in Kenyan secondary schools and the conceptual and theoretical framework. Chapter three covers the research methodology that was applied to source, process and analyze data. Chapter four covers data analysis, presentation and interpretation. Chapter five covers summary discussions, conclusions and recommendations.

CHAPTER TWO

2.0 LITERATURE REVIEW

2.1 Introduction

This chapter reviews literature which is related to the study based on focus of PM&E, Demographic characteristics and their influence on PM&E, influence of government policies in PM&E, skills and knowledge of managers in public secondary school, challenges facing PM&E and the strategies to address the challenges.

2.2 Overview of Participatory Monitoring and Evaluation

Participatory Monitoring and Evaluation (PM&E) at a secondary school level is a relatively new subject area in most development spheres and it only began to be popular in early 1990s (ALNAP, 2001). The aim of PM&E systems is to assist stakeholders to discuss debate and develop actions on issues related to their work performance and expected outputs. PM&E also assists development facilitators in monitoring progress and assessing impact of the programme. Over the past ten years, PM&E has gained prominence over more conventional approaches to monitoring and evaluation. Whereas monitoring and evaluation in the past has been judgmental, PM&E seeks to involve all key stakeholders in the process of developing framework for measuring results and reflecting on the projects' achievement and proposing solutions based on local realities (Crossley, 2001).

In PM&E, stakeholders are involved in defining what will be evaluated, who will be involved, what will take place, the participatory methods to be used for collecting information and how data is to be analyzed and consolidated. People's ownership and control of project depends to a large extent on participation, which implies maximum involvement of the community forming the target group, in the process of planning, monitoring and evaluation of project initiatives. Participatory Monitoring and Evaluation therefore is a necessary condition for

ensuring the sustainability of development process (CARE, 1994). According to Guijt, (1999), PM&E involves the assessment of change through processes that involve many people or groups each of whom is affecting or affected by the impact being assessed. Indicators for PM&E are necessary to guide the collection of information needed for monitoring and evaluation as identification of the indicators that will work in practice is not easy (UNDP, 2002).

Monitoring and evaluation have traditionally been considered separate activities although they are inter-related. Monitoring is the process of collecting evidence, through measurement, systematic observation, regular record keeping or planned qualitative study. This process is essentially descriptive. When the results of monitoring are used to make judgments about project progress and effects, evaluation is involved and implications can then be drawn for subsequent action (Buchert, 1998).

2.3 Influence of Demographic Characteristic of school managers on adopting PM&E

Managers demographic characteristic have great influence on the organizations performance. A study carried out by Margarette F. Wiersema, University of California 1984 on Participatory Approaches in Management revealed that firms most likely to undergo improved change had top management teams characterized by average age higher team tenure, higher educational level and higher education training. The ability of schools to anticipate and respond to opportunities of change and improved performance is one of the important ways in which its competitiveness and viability are ensured. The schools response depends on how the top managers trigger on interpret the strategic issues. (Dulton & Duncan, 1987; Kiesler and Sproull, 1982). It therefore follows that; a principal should articulate the importance of PM&E, coordinate PM&E activities and enhance performance appropriate. To achieve this, the age factor, academic qualification, experience and training are very vital. A study by W Gary Wagner, Jeffrey Pfeiffer and Charles A O' Reilly examined a high turn over of top managers from 1976 to 1986 and at individual analysis; they realized that managers who were older were in firms that

performed poorly (Wagner, 1984). Principals who are of old of age do not have hands on the job but rather manage by delegation or proxy. This kind of management does not effectively supervise PM&E, thus leads to poor performance.

Qualification of teachers to management level is equally very important. In his study, Ogembo (2005) observes that for one to be a head-teacher, he/she must be a qualified teacher, and must have been in an administrative post already such as a deputy head teacher. Although this ensures that appointees have some management experience, there are no mechanisms for tracking or monitoring how those appointed as heads performed in their earlier roles. Normally head teachers are expected to oversee the organization of departments and the allocation of resources within the units in the school, facilitate professional development and in service training of teachers, as well as monitor how teaching and assessment of students is conducted and effectively manage the outcomes.

Successful leaders therefore need to have mastered the basics of school management and also be able to respond to the unique circumstances they may occasionally find themselves in. Leithwood and Jantzi, (2005) stated that perceived unique challenges related to the increasingly complex and diverse nature of the pupil population and behaviour in secondary schools calls for greater knowledge, understanding and awareness of relevant legislation. This includes understanding of the role, structure and function of service providers, demonstrating skills in people management including adolescents, and in curriculum planning and management. This is wanting in most management in public secondary schools.

Hammond (2007) revealed that all current school reform efforts aim to improve teaching and learning. However, there are huge differences in how it can be implemented. He further found that there different approaches to implementations of schools reforms. However all the approaches depend on the motivation and capacity of local leadership. Leadership is therefore widely regarded as a key factor in accounting for differences in the success with which schools

promote the learning of their students, projects and programs. It is important therefore to learn which forms of leadership are most likely to foster student learning and how such successful forms of leadership manifest. Hammond (2007) suggested that setting directions, developing people and redesigning the institution are the three sets of practices that constitute the basics of successful leadership practices. However, Hammond (2007) added that extrinsic financial incentives for achieving school performance targets, under certain conditions, can interfere in the teachers' commitments to the wellbeing of their students.

2.4 Government Policy on adoption of PM&E

The Ministry of Education plays such roles as policymaking, resource mobilization, quality assurance, auditing how resources are used, field implementation, and capacity building. Head teachers who are also referred to as principals in Kenya are appointed under the Teachers Service Commission (TSC), and run the day-to-day administrative operations. The commission monitors the teachers and school heads through quality assurance officers who conduct regular inspections of schools and report to the ministry through the established reporting process and avenues. The TSC seems to have adopted a highly decentralized model where the field officers supervise head teachers in exercising their duties but adopts a 'hands off' approach when it comes to actual administrative style of individual heads. This means that such issues as discipline of staff and pupils are left entirely to the discretion of each head teacher (Ogembo, 2005).

The Ministry of Education (MoE) has organs which carry out monitoring and evaluation of education programs in schools. They include the directorate of education which formulates policy directions and manages professional functions on education, developing and implementing projects and programs, developing curriculum, inspecting schools and teachers, training, running examinations, inspecting financial records, dealing with discipline among others. The inspectorate is another institution charged with ensuring schools meet standards of

education, inspecting schools, providing advice on design, implementation and evaluation of curricula, research, initiating in-service programs and administering and organization of co-curricula activities (Kenya, 2005). At the school level M&E has been left squarely on the head teacher who is responsible for all matters pertaining to school management assisted by the deputy head teacher, senior teachers, teachers, PTA which considers projects and programs in support of quality education, respond to needs of the school and to raise funds, facilitate school projects and assessment of curriculum. Although this should be the case, parents lack the knowledge and expertise and choose to distance themselves from this exercise leaving everything to teachers and the head teacher. Other institutions created by the government include Kenya literature Bureau in charge of publishing, Kenya Institute of Education (charged with development of curriculum and Research and monitoring its implementation through preparation of evaluation materials that support syllabuses) and Kenya Education Staff Institute for training teachers. Head teachers are expected to supervise the curriculum and the teaching staff to enhance education quality. One of the monitoring and evaluation tools used is preparation of schemes of work to ensure effective syllabus coverage. The head teacher's role is to ensure that all teachers prepare the schemes of work at the beginning of the term and submit them when requested for inspection.

The functions of quality assurance as laid by the government entail monitoring of school management and teachers to ensure that curriculum is delivered appropriately. The Education Act Cap 211 (1980) under section 18 empowers the directorate of quality assurance and standards (QASO) to monitor and evaluate performance. Sessional paper No. 8 underscores the importance of quality assurance in education and recommends that heads of institutions be trained as first line quality assurance officers. Sessional Paper No. 1 of 2005 has expanded the mandate of quality assurance officers to over all education and training services. The government has established the Education Sector Reform Secretariat under the Kenya Education Sector

Support Programme (KESSP) to monitor and evaluate KESSP programmes (MoE, 2005). The constraints faced by QASO include inadequate school level supervisory capacity, lack of tools to measure learning achievements, widespread weakness in teacher skill due to lack of inset services, lack of capacity to adequately assess special needs and respond to them, lack of adequate capacity and facilities for M&E services and inadequate support to quality assurance services at school levels.

Also established are the provincial and district boards charged with management of education services, teacher management, supervision of education, accounting for funds, quality assurance and resource mobilization. In order to achieve this, the ministry of education appoints key stakeholder and defines their roles and responsibility in motoring and evaluation in management of secondary schools. The stakeholder identified include headteachers, BOGs, PTAs, development partners, Administration Offices and members of parliament (Ministry of education Kenya, 2005).

At the secondary school level, the BOG are expected to ensure that the schools they govern work closely with the MOE partners in advocacy and creating awareness on delivery of secondary education. They are also expected to mobilize the community members to help provide essential facilities like toilets in schools, ensure official policies and guidelines are followed, overseeing delivery of education programmes, schooling planning, monitoring of education standards, overall teacher management and discipline, collaboration with communities and management of non-teaching staff. The following are policies that have been developed since independence to encourage participation in management of secondary schools:

Despite this effort of the ministry PM&E has not been effectively adopted in most schools. In school where stakeholders are focused, economically empowered and understand the value of education, infrastructure development is rapid. This is so because the BOGs sensitize community members and convince them to contribute towards development. Such development

occurs mainly in the national and provincial schools. The district schools committees are reluctant to develop their infrastructure or improve the facilities. This still makes it difficult for PM&E to be adopted.

The Kenya Education Commission Report, 1964 (Ominde Report) which laid the foundation pattern of education in Kenya by abolishing segregation of schools along racial lines and establishing standardized national curriculum and also recommended the management of public primary schools by local authorities. The Education Act Cap 211 of 1968 which provides regulation and progressive development of education. Legal issues addressed include registration of schools, management of schools, discipline for pupils and teachers, school inspection and supervision, education standards regulations and the legal status of Kenya Institute of Education. Although segregation of schools along racial lines does not exist, the categorization of schools in Kenya creates inequality in the sense that the school national schools received better consideration in comparison to district schools. Relating to PM&E, the national schools have a convenient environment to administer PM&E

The National Committee on Education Objectives and Policies of 1976 (The Gachathi Report) which recommended promotion of teachers on merit and training of teachers in guidance and counseling. The Presidential Working Party on Education and Manpower Training for the Next Decade and Beyond, 1988 (The Kamunge Report) which recommended strengthening and improving Teachers Advisory Centres, reducing wastage and increased cost-sharing between government, parents and communities in the provision of educational services. The Cost-Sharing Strategy (Sessional Paper No.6) where the government committed itself to reducing the share of its budget to education by shifting recurrent costs such as purchase of books, fees, uniforms and other private costs to the parents and communities. Schools depend entirely on parental contribution for non teaching staff costs. Students also participate in management in monitoring discipline and supervising school programs.

Since 2003 major reforms to revamp the education sector are being implemented. They focus on decentralizing functions from national to institutional levels with an aim to bring services close to the people. The policy of integration and inclusion is being implemented under the Education for All initiative and the Millennium Development Goals. The government has instituted capacity building programmes to ensure that education personnel and managers handling the added responsibilities have adequate capacity in terms of skills and facilitation tools to support the implementation of reforms. Reforms on the organizational structures and management of education are being implemented. Multisectoral approach to meet needs have been adopted as outlined in the economic recovery program (Kenya, 2005).

2.5 Skills and Knowledge of Public Secondary School managers and adoption of PM&E

In modern society a growing number of entities and partners in education are focused in improvement of people skills and performance. This aspect involves provision of basic knowledge about “learning to learn”, it also calls for networking and willingness to form alliance (PM&E). Achievement of this eagerly depends on managers’ experience and ability to attract groups of people committed to education, the local civic culture and social capital which is lacking in most developing countries (UNDP, 2012). It will also depend on the complementarities of the players, whether they bring academic knowledge, their ability to influence policy making and governments, their practical knowledge of the needs of the population, and management skills. Under these conditions, the challenge to link educational innovations to local development emerges (Thompson, 1998).

In the Kenyan context, a number of researchers have conducted research on head teachers’ and Board of Governors’ training needs and made various recommendations. For example, Okumbe (1999) recommended that for purposes of effectiveness of school teachers in monitoring and evaluation, school managers, and curriculum implementers, an effective in-service training should be provided to them. This recommendation was made with the

understanding that the appointment of head teachers has generally been done on the basis of teachers' experience in the work place, at the expense of considering whether they have undergone training to prepare them for their new roles, before assuming office. Mutai (2003) underscored the need for effective school management and reported that promotion of teachers to a position of responsibility should be pegged on having undergone a pre-service training on his/her new roles. This lack of training hinders adoption of PM&E because they do not understand the processes involved

Ogembo (2005) observed that appointments of principals is done on the assumption that the preservice professional training that they underwent to prepare them for teaching, coupled with the experience that they get as practicing teachers are enough to enable them discharge their roles effectively. However from the principals own experiences and in view of how they have been discharging their roles, it raises questions about their preparedness in this respect. Eshiwani (1993) and Okumbe (1999) agreed that training improves workers' effectiveness in discharging their functions. It is therefore important that training needs for school heads, BOG, quality assurance officers, PTA, teachers and community are addressed immediately one is appointed. This would render them effective in discharging their managerial duties such as implementing educational policies. In his study, Ogembo (2005) observes that for one to be a head teacher, he/she must be a qualified teacher, and must have been in an administrative post already such as a deputy head teacher. Although this ensures that appointees have some management experience, there are no mechanisms for tracking or monitoring how those appointed as heads performed in their earlier roles. Normally head teachers are expected to oversee the organization of departments and the allocation of resources within the units in the school, facilitate professional development and in-service training of teachers, as well as monitor how teaching and assessment of students is conducted and effectively manage the outcomes (Okumbe, 1999; Kipnusu, 2001; Ogembo, 2005) Lack of confidence in their work especially in handling personnel in their

schools are some of the common challenges experienced by head teachers which negatively affects adoption of PM&E. The above named researchers have pointed out that generally head teachers, Board of Governors (BOG) and Parent Teachers Associations (PTA) have shortcomings in the following areas: general administrative duties; planning and financial management, keeping of school records, personnel management and development; curriculum implementation, monitoring and evaluation; and lastly, in areas pertaining to teamwork in the school. These challenges clearly indicate that on appointment, they need formal training to ensure effective administration of secondary schools in Kenya and consequently adoption of PM&E. In the recent past, management practices in Kenyan Secondary schools have come under scrutiny following the wave of student strikes that swept across the country in recent years. This study proceeds from the observation (Eshiwani, 1993; Okumbe 1999; Mutai, 2003; interalia) that in Kenya, there are no set criteria enumerating the skills a person should possess to qualify for appointment as a head teacher. This creates a managerial gap in public schools since without basic managerial training, the head teachers are less likely to be knowledgeable in elementary management practices including monitoring and evaluation and cannot readily grasp the provisions of the Education Act. Although the Act confers extensive powers on the Minister of Education over the management and regulation of education in Kenya, the day to day running of affairs in the school falls squarely on the shoulders of head teachers. Indeed, the Act presumes that head teachers are knowledgeable in educational management.

2.6 Challenges Facing Adoption of PM&E in Kenya

Despite these interventions, the implementation of PM&E has not been successful due to incompetence of head teachers, BOG, PTA based on the requirements for appointment. According to the Education Act Cap 211, the minimum qualification for appointment of BOG is O-Level who do not readily understand concepts of PM&E. Other constraints include poor implementation of reforms, corruption, political interference in implementation, unwillingness of

stakeholders to participate without remuneration, poor infrastructure, overstretched facilities, overcrowding classrooms, dilapidated classrooms, diminished community support, inadequate funds set aside for the exercise leading to, political instability and traditions in uncivilized communities especially in arid and semi arid areas (Kenya, 2005). Understaffing, inadequate funding by government and inadequate tools used in M&E have made monitoring and evaluation a preserve for few schools and affected the frequency of the exercise. This makes the findings unrepresentative of the situation in the whole district. In the past students have been left out by QASO in monitoring and evaluation although now they are being included but in few in few schools. Reports of findings are discussed only by BOG and teachers leaving other participants out. Teachers have a negative attitude towards M&E and resist the exercise. Parents in district schools have also been unable to improve facilities in their schools.

The teacher resource is vital since they are responsible for curriculum delivery, setting of school programmes, monitoring and evaluation through adherence to schemes of work, administering assessment tests and hence determine adoption and implementation of PM&E. The inability of MoE to employ teachers to replace those existing through natural attrition has left a big shortfall in schools with the introduction of Free Primary Education (FPE) in 2003. The upsurge of enrollment in primary has been offloaded to secondary schools which are understaffed making adoption of PM&E and its implementation challenging due to high pupil teacher ratio. Other constraints include child labor, drug and substance abuse, cultural practices and negative effects of HIV/AIDS on manpower. These have led to irregular school attendance making it difficult to carry out M&E of performance progressively. Overallly, the quality of education has been enhanced (Kenya, 2005).

The examination system also presents a case of poor monitoring and evaluation since students sit one exam to determine whether they join college or not. This system does not take into consideration other factors that may lead to poor performance and it does not also use

continuous assessment tests provided by the teachers over the four year period as an indicator of performance. The exams do not also give sufficient attention to formulative evaluation. In practice, teachers tend to ignore other aspects of learning that are not tested even though stipulated in the curriculum and are important to a learner's holistic development (MOE, 2005).

Finally, it cannot be assumed that subsequent positive action will be automatic once M&E information becomes available. Frequently an M&E exercise is considered complete once a report is delivered with little transparency as to what actually happens as a consequence. Many reports are inaccessible or unknown, residing on donor shelves, in archives beyond the public domain or in piles in the corner of Ministry offices. If knowledge generated by the M&E process is unused, available information is wasted and potential lessons to be learnt are lost. Effective utilization of M&E knowledge requires enabling conditions, including a conducive policy environment, appropriate feedback mechanism, control over the direction of change and access to the resources required.

2.7 Strategies to Strengthen Participatory Monitoring and Evaluation

While the above mentioned challenges of PM&E activities are still prevalent in many development contexts today, parallel efforts are being made by a growing number of concerned practitioners to develop strategies that strengthen the relationship between M&E and project effectiveness. These include:

2.7.1 Proper conceptualization of PM&E

First projects need to be clear on what is expected to result over a given time, with given resources and given strategies. Secondly, agreement on the meaning of the project success is also needed. In an education project, for example, ministry success may be a general notion of money well spent, for teacher, it might mean better housing, regular receipts of salary payments

or more teaching resources; for a parent it may mean a child progressing to a secondary (Riddell, 1999);

Thirdly, while our ultimate concern is the development impact of a particular intervention, project M&E activities frequently focus on the achievement of project outputs alone. Fourthly, projects are not always explicit as the overall purpose to be served by M&E activities or the specific uses that will be made of M&E results.

2.7.2 Changing Management Style

A re-conceptualization of the PM&E process is required as one involving continuous and inclusive assessment, reflection, dialogue, learning feedback and action on multiple levels. As Symes and Jasser (1998) have argued, projects implemented exactly as planned have more to do with lack of effective M&E process itself continues 'use' does not start or stop once reports are generated but that the M&E process. Unless stakeholders are empowered (and resourced) to act on their knowledge, the process will be thwarted.

Advocates of result based management are not necessarily also participating advocates (Jackson 1998). However, a participatory approach with results orientation is a potentially effective combination for enhancing project effectiveness. Consequently, several further principles are proposed encompassing M&E purpose, use, and focus. These are: That the overarching purpose of M&E is to enhance the likelihood that targeted development results will be achieved and that a range of specific uses of M&E should be identified at different levels in order to maximize the achievement of this purpose: That M&E is conceptualized as a process of continuous and ongoing information dialogue, learning, feedback and action, relative to the information needs of different stakeholder needs: and that a results orientation provides a focus for project direction, encompassing reflection on the relationship between project processes, the achievement of lower order results and their collective contribution towards development impact, whilst remaining mindful of unintended and/or undesirable outcomes.

2.7.3 Capacity building, institutionalization and increasing sustainability of PM&E

Monitoring and evaluation capacity is critical to the sustainability of both M&E activities and the sustainability of benefits that derive from projects more broadly. Monitoring and evaluation capacity building is more than the participation of local stakeholders in a particular monitoring or evaluation exercise or the development of a set of indicators or tools. It involves the institutionalization of an ongoing M&E process including the capacity to continually evolve the M&E system according to changing needs (Guijitet al.1998).

In education projects, where M&E capacity building efforts have been made, the scope has often been limited to the development of centralized education management information systems, to support the information needs of ministries and donors-albeit with varying degrees of success. There has been relatively limited investment in M&E capacity building which supports stakeholders closest to the classroom-students, their parents and teachers (Riddell 1999). Infrequently are efforts made to develop a comprehensive approach to M&E capacity building that links the information needs of individuals and organizations at local, district and national levels.

Institutionalizing a participatory, results-oriented approach to M&E presents its own challenges with implications for change to organizational cultures, procedures, incentives, rewards recruitment and staffing policies, amongst other (Jackson 1999). Participatory M&E capacity building requires: commitment to the notion of individuals and dedicated time and resources. These requirements may appear onerous in environments that are resource poor, under-staffed and struggling to deliver basic core services (Estrella, 2000). Care needs to be taken to avoid compounding the staffing burden when a limited number of over-worked and underpaid functionaries are saddled with more and more responsibilities as is the case in Kenya. Given sustainable development ultimately rests on local ownership and capacity, a capacity building principle is proposed, namely: That specific support be provided for the development

and institutionalization of a monitoring and evaluation regime that will prevail beyond the life of the project to enable a) ongoing review and update of project outputs over time and in response to changing local needs and b) long-term lessons as the effectiveness and sustainability of strategies implemented.

Implementation of a participatory, results-oriented and the capacity building approach requires support from organizations which are open to change and are prepared to make the necessary adjustments to establish procedures. These include shifts in the role of local partners from informant to participant/analyst: from judging to learning: from extracting to empowering: from 'one-off' to 'ongoing: from rewarding rapid disbursement, top down management and achievement of project outputs to problem solving, flexibility rewarding flexibility, problem solving, stakeholder engagement and focus on outcomes (Cracknell, 2000: Estrella, 2000). Given commitment to 'participation', a common understanding is required as to what it actually means in a given project context, its purpose and practical implications. Conscious effort is required to identify and actively build trust between stakeholders so that concerns can be voiced and heard and that all can contribute to the planning process. Many of the so called challenges to participation can be addressed at the project conception stage with thoughtful planning, adequate resource allocation, appropriate timeliness and effective approaches to decision making, coordination, and management. (Dugan, 1996: Holland&Blackburn,1998: Kane et al., 1998: Chambers,2000).

Monitoring and evaluation planning at project outset needs to take into account the receptiveness of the existing policy and institutional environment to the introduction of a more active participatory M&E process. Assessment is required of the adequacy of existing feedback mechanisms and capacity building requirements. Planning for M&E capacity building requires recognition of the 'time' and 'ongoing support' needed to institutionalize a continuous

improvement process as a basic function of management. Consideration is also required as to how the quality of M&E processes and the effective use of M&E outcomes will be assured.

2.8 Theoretical Framework

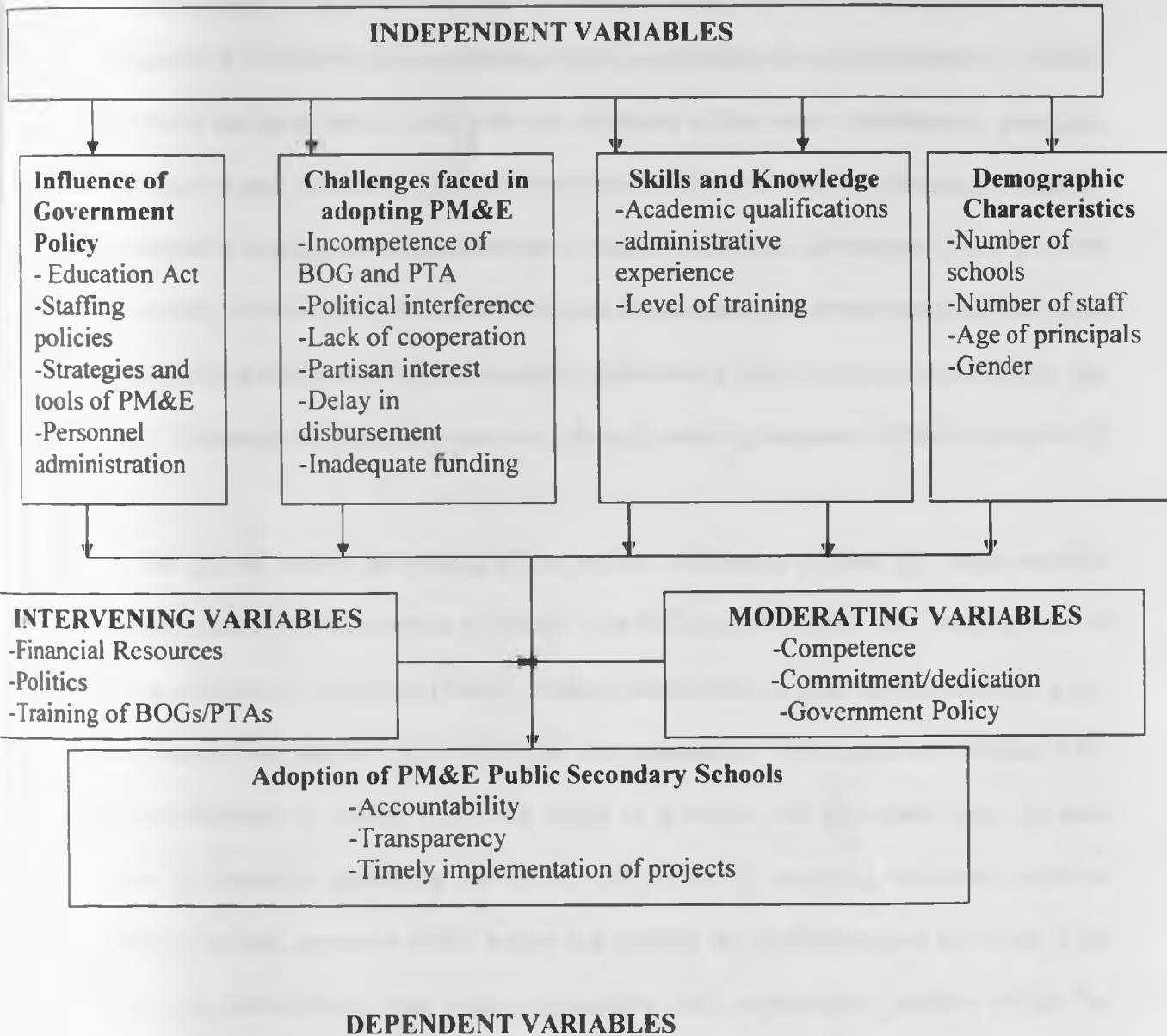
The study is based on Systems theory which was proposed in the 1940's by the biologist Ludwig von Bertalanffy (General Systems Theory, 1968), and furthered by Ross Ashby (Introduction to Cybernetics, 1956). They argue that a system is a collection of parts unified to accomplish an overall goal. If one part of the system is removed, the nature of the system is changed as well. Systems share feedback among each of these four aspects of the systems. Systems On the one hand there is an infinitely complex 'environment', and on the other hand there are self-replicating systems. Systems are engaged in processing information. Systems also model the environment, and can respond adaptively to environmental changes.

Management systems (where they occur) are a form of social organizational system which is engaged in modeling the organization it manages. For a system of management, everything other than itself is 'environment', but the organization that is being managed constitutes the most immediate environment. Systems theory focuses on the relations between the parts. Rather than reducing an entity such as the human body into its parts or elements (e.g. organs or cells), systems theory focuses on the arrangement of and relations between the parts how they work together as a whole. The way the parts are organized and how they interact with each other determines the properties of that system. This theory is applicable to the study because management of schools is viewed as a system comprising of parts such as parents, government, policy, students and the community who play interactive roles for the success of public secondary schools. If one part does not cooperate management fails especially when its of participatory nature.

Conceptual Framework of effective PM&E

This study was guided by the following perceived framework

Figure 2.1: Relationship between variables in the study



KEY

—————> Adoption of PM&E in public secondary schools.

Source: Study, 2011

The conceptual framework on the previous page had three classes of variables, dependent, independent and extraneous variables. The independent variable of the study was factors influencing adoption of PM&E in public secondary schools. Sub topics discussed under it were effectiveness of adoption of PM&E, influence of government on adoption of PM&E, Challenges faced by stakeholders in adopting PM&E and demographic characteristics of schools, M&E officers and principals. These were the objectives of the study. Government, principals, students, parents and community influence adoption of PM&E. Their competence, dedication and commitment in this process determine the outcome of adoption. Government policy provides the framework within which schools, stakeholders in education and development partners work and defines their environment. Political goodwill, adherence to policy, enforcement of policy and availing of financial resources are some ways through which government influence adoption of PM&E.

The type of policy, knowledge of the policies, adherence to them and implementation mechanism determines the adoption of PM&E. The challenges identified were incompetence of BOG and principals in adopting PM&E, political interference in their appointment and roles, partisan interest and lack of cooperation from the community. The dependent variable in the study was adoption of PM&E. The way board of governor and principals carry out their functions for example identifying the needs and means of acquiring resources, authorize expenditure through approvals of the budget and monitor the implementation and audit of the projects, their relationship with other stakeholders and development partners within the framework laid out by the government determines whether PM&E will be successful or not. This of course requires transparency, accountability and timely implementation of projects on their part.

These are variables we have no control over but may influence the realization of adoption of PM&E in public secondary schools (Oso and Onen, 2008). Government policy affects the

functions and appointment of BOG and head teachers as noted in the literature review. The prevailing political environment, political goodwill and availability of resources affect the functions of public secondary schools. It would be impossible for example for the principal and BOG to achieve effective PM&E in an environment of political instability or in a government that lacks the goodwill to implement policy recommendations. If the appointment of BOG is done by politicians in a manner to safeguard their interest, they may appoint incompetent people or people who may not have the freedom to exercise their will but that of the politicians who appointed them. Competence, commitment, and dedication of the stakeholders in carrying out their roles are the moderating variables. These are the personality traits of people appointed to the boards and positions in this study. Their attitude towards their functions whether good or bad will influence their participation and contribution in adopting PM&E.

2.9 Gap in Knowledge

This study has a lot in common with previous studies undertaken by Green (2003), among other scholars. However Green (2003) touched on challenges facing PM&E in California but he made no attempt in confirming the factors influencing adoption of PM&E. His findings covered California State while the focus of this study is Kisumu East District. Other PM&E studies have been carried out in Agriculture and Health sectors. This study focuses on PM&E in the education sector in Kenya and also addresses the factors which influence adoption of PM&E.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter describes the methodology used in the study. It describes the research design, target population, sample size and sample selection, the research instruments to be used, their reliability and validity, procedures for data collections, techniques for data analysis and finally the actual analysis of the collected data.

3.2 Research design

A descriptive survey research design was selected for this study, to investigate the factors influencing the adoption of participatory M&E in Kisumu East district. It enabled the researcher obtain information regarding the current status of the phenomena and describe what exists with respect to variables in the study and ensured collection of large amount of data. This method was suitable because detailed description of existing situation was required with an intention of justifying current practices in participatory M&E in public secondary schools (Cohen et al, 2000).

3.3 Target population

Kisumu East district has 63 public secondary schools according to records at DEO's offices which include; Provincial, District and also mixed secondary schools. Each school has 10 BOGs, one principal and one PTA chairman, giving a total of 1008 managers.

3.4 Sample size and Sampling Procedure

Sampling in research is based on selecting a portion of a population to which one wants to generalize (Orodho, 2003). The purpose of sampling is to secure a representative group which

will enable the study to gain information about the population. this section describes the sample size and sample selection procedure.

3.4.1 Sample Size

The sample size in this study was 170 school managers that were drawn from all the selected schools. This sample size was deemed adequate to the study due to the proposition of Glen (1992) who recommends that with a population size of 1000, a sample size of 169 is appropriate at 0.07 level of confidence. In this study, the population targeted being 1008, a sample size of 170 was considered suitable. To have equal representation the 170 school managers were drawn from 12 out of 63 public secondary schools within the district with each school giving 14 respondents. A total of 120 BOG members were also sampled from the 12 schools. 24 PTA members, 12 head teachers and 12 deputy head teachers were also selected from the schools for interviews. From the District Education Office, 1 District Quality Assurance and Standards Officer and 1 officer in charge of school administration were selected for interviews. This gave a total of 170 respondents which is an adequate sample size.

3.4.2 Sampling Technique

The study applied stratified random sampling and purposive sampling techniques. Stratified random sampling is a modification of random sampling in which the population is divided into two or more relevant and significant strata based on one or more attributes (Touliatos and Compton, 1988). Further Kothari (2004) recommends stratified sampling because it is accurate, easily accessible, divisible into relevant strata and enhances better comparison; hence, representation across strata. The advantage of stratified sampling is said to be the ability to ensure inclusion of sub groups, which would be emitted entirely by other sampling methods because of their small number in the population. The respondents were selected based on four clusters namely PTA, BOG, officers from DEO's office and head teachers.

For this study, the sampling frame was the head teachers, B.O.G, PTA and officers from the district education office. Since not all the officers from the district education office and B.O.G members could be interviewed only 2 officers and 10 B.O.G members were selected and were enough to give a representation of the population. The sampling technique that was used is stratified random sampling method for the staff at the DEO's office and the same for head teachers and PTA members. They were the district quality assurance officer, and district administration officer. For PTA members, head teachers and officers from the DEO's office the sample frame were not large to effectively manage within the time available, since each school has one head teacher and PTA chairman (Patton, 1990).

3.5 Research instruments

The study employed both qualitative and quantitative approaches. Quantitative data are those that can be expressed as a number or quantified and may be represented by ordinal, interval or ratio scales, and easily lends themselves to most statistical manipulation (Best and Khan, 2006). The delicate balance between quality and quantity of information is useful as it provides a fuller explanation of the phenomena under investigation (Lancey, 1993). The study used both qualitative and quantitative data from primary and secondary sources. The selection of these tools was guided by the nature of the study, the time available as well as the objectives of the study (Touliatos and Compton, 1988). The researcher used face to face technique of carrying out key informant interviews.

Questionnaires were administered to collect data from the BOGs, PTA members, deputy head teachers and head teachers. The questionnaire consisted of three sections. Section A sought information on gender, age, level of education of head teachers and BOG, category of school and administrative experience. Section B sought information on skills and knowledge of head teachers and BOG, level of training, and benefits of training. Section C will sought information

on knowledge of policy, implementation, activities of adoption of M&E, challenges faced in adopting M&E and ways of overcoming the challenges.

Interview schedules were used on the education officers in Kisumu East District. They were taken through an interview that aimed at establishing the factors influencing adoption of participatory M&E in public secondary schools. At the same time information on the challenges faced by stakeholders in adopting M&E, and what should be done to address them were solicited. Advantages of interview guides is that they are essential for finding out personal feelings, perceptions and opinions of the respondent, achieving more response rate, and clearing ambiguities in the questioning time. They are however expensive in case the geographic area to be covered is expansive.

Document analysis is concerned with explanation of status of some phenomena at a particular time and is useful in adding knowledge to fields of inquiry and in explaining social events. It was used to obtain data on adoption and implementation of participatory M&E.

3.5.1 Pilot Testing

A pilot study was carried out, where a sample of 5 schools in the district were chosen for pilot testing to test the reliability of the questionnaires. The questionnaires were administered to 30 respondents who filled them out. The responses generated by the pilot test were coded, analyzed and interpreted to confirm whether they answered the research questions clearly. The results were discussed jointly with the supervisors to ascertain whether the questionnaire was reliable. At the same time questions which were not clear were noted and reworded where necessary to generate the required response. The pilot test allowed the researcher to elaborate on questions in cases where they were not well understood. This enabled the respondents to provide valid answers.

3.5.2 Validity of the instruments

Validity is the accuracy and meaningfulness of inference which are based on the research results (Orodho, 2005). Content validity refers to the degree to which the sample of the text represents what the test is designed to measure (Orodho, 2005). Validity in this study was ensured through discussing the instruments with the supervisors. Further the researcher noted down and interpreted the circumstances upon which arguments were made. This ensured that all sentiments were scrutinized before being acceptable as valid findings of the study by the two supervisors. To ascertain the usability of the instruments for evaluation, verification and acceptance for viability and relevance of the tools to research objectives, each item was rated on a scale of four: very relevant (4), quite relevant (3), somewhat relevant (2) and not relevant (1). Validity will then be determined using Content validity Index (C.V.I). $C.V.I = \frac{\text{items rated 3 and 4}}{\text{total number of items}}$ for by both judges divided by the total number of items in the questionnaire. Only trained research assistants were used in data collection. Test and retest method were also used by the study to test the validity of instruments.

3.5.3 Reliability of the Instruments

Reliability is the consistency of measurement, or the degree to which an instrument measures the same way each time it is used under the same condition with the same subjects (Cohen et al, 1990). Kathari and Pal (1993) and Gay (1987) concur with Amin (2005) that reliability is the extent to which the study instruments produce consistent results under similar circumstances. In this case, reliability of the study instruments was determined through the test retest method. Reliability in this study was ensured by doing a test and retest of the instrument. This involved administering the instrument twice allowing an interval of two weeks in the area where 5 respondents were targeted and answers were correlated. Reliability was also ensured through accuracy in data recording and in-depth discussion of the instruments with the two supervisors. A pilot study was carried out, where a sample of 5 respondents were targeted for

pilot testing to test the reliability of the questionnaires and interview schedules. It should be noted however that the test and retest method has limitations of assessing reliability as follows: the respondents may be sensitized by the first testing or they may tend to remember their responses during the second testing or establishing a reasonable period between the two intervals. Hence the test-retest method may either overestimate or underestimate the true reliability of the instrument. After the pilot study, questions were reworded; new ones introduced or deleted altogether.

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3.6 Data collection procedure

The data collection exercise was carried out using one research assistant. This number was chosen based on the sample size and the data was collected for a period of 10 days. The researcher introduced the chosen research instruments to the research assistant followed by various training sessions to enable him understand various quality control tips. In preparation for data collection, the study obtained a research permit from the Ministry of Education, Science and Technology so as to carry out the research and permission from the DEO to carry out research in his area of jurisdiction and the head teachers of the 12 schools that make the study sample. Furthermore the researcher made appointments for interviews with the DEOs office that is the Quality Assurance and Standards Officer and the officer in charge of school administration and finally administered questionnaires accompanied by a cover letter personally to the respondents. The same procedure was employed in the case of board of governors, PTA chairmen and school heads. At the end of every session the researcher collected the questionnaires. They were not posted.

3.7 Data Analysis Techniques

After data collection, the questionnaire was coded then data entered into the computer for analysis. The qualitative data which largely came from individual respondents were processed according to the conventional qualitative data analysis procedure involving familiarization, transcription, coding, and identification of emerging issues, synthesis and interpretation. The data collected was summarized and the results recorded on tables. The process consisted of data editing to ensure that erroneous entries were inspected and corrected where possible. The initial data analysis employed descriptive statistics to answer questions on the quality of the data, the quality of the measurements, the characteristics of the data sample and whether the implementation of the study fulfilled the intentions of the research design. Quantitative analysis was used to summarize the mass words generated by interviews and questionnaires. The output of the analysis after interpretation was discussed in prose using descriptive statistics.

3.8 Ethical Considerations

The issue of ethics could not be overlooked in research. Despite the high value of knowledge gained through research, it cannot be pursued at the expense of human dignity. The following issues were therefore considered: The respondents made their decisions to participate based on their adequate knowledge of the study. They were provided with information on the purpose of the study, the expected duration of participation and the procedure to be followed, unforeseen risks or discomforts to the respondents, benefits of the research to the respondents, privacy and confidentiality. The researcher avoided writing names of respondents to uphold confidentiality of the identity of the participants. Access to respondent's information was only be limited to the research staff.

CHAPTER FOUR

DATA ANALYSIS, PRESENTATION, INTERPRETATION AND DISCUSSIONS

4.1 Introduction

This chapter presents findings of the study discussed under the following thematic areas and sub-sections in line with the study objectives: study demographics, influence of skills and knowledge of managers on adoption of PM&E, influence of demographic characteristics of school principals on the adoption of PM&E, how government policy on M&E influences the adoption of PM&E, and challenges faced by the managers in adoption of PM&E.

4.2 Questionnaire response rate

Questionnaires used to collect quantitative data were administered respectively to head teachers, deputy head teachers PTA and B.O.G. From the first group involving the B.O.G, 120 B.O.G sampled was interviewed and registered 100% response rate. The twelve head teachers, twelve deputy head teachers and twelve PTA chairmen sampled also registered 100% response rate. The last group comprising of four officers from the DEO's office also registered 100% response rate.

4.3 Demographic characteristics of respondents

The data was collected from the B.O.G, PTA chairmen, head teachers, deputy head teachers and officers from the DEO's office. Demographic characteristics studied included gender, age, academic experience and administrative experience of the respondents. This was presented under the following sub themes:

4.3.1 Distribution of respondents by gender

Gender was important for the study because men and women are considered part of the human resource and their contributions toward achieving effective adoption of PM&E in public secondary schools is a subject warranting investigation. To understand this, the respondents were asked to state their gender and the results summarized in table4.1 as follows:

Table 4.1 Gender distribution of respondents

Respondents	Male		Female		Total
	F	%	F	%	
DEOs Officers	2	100	-	-	2
BOG	100	83	20	27	120
PTA	24	100	-	-	24
Head teachers	9	80	3	20	12
D. Head teachers	12	100	-	-	12

The resulting distribution showed that out of the 120 B.O.G who participated in the study 20 (17%) were female while 100 (83%) were male. This was an indication that the distribution of gender is greatly skewed towards male and hence the government's efforts of ensuring that female gender forms a third of the B.O.G is yet to be realized in public secondary schools. The culture of the people in the area still viewed women as inferior to men and cannot therefore lead men despite being competent in management. The study further sought to find out the gender distribution of the head teachers. Out of the 12 head teachers who participated in the study, only 3(20%) was female and 9 (80%) was male. Out of the 24 PTA members and 12 deputy head teachers none of them was female and all the officers in the district education office interviewed were all males. This is shown in table

The respondents were further required to state how they participated in monitoring and evaluation by gender. The results were summarized in table 4.2 as follows:

Table 4.2 Participation of respondents by gender in monitoring and evaluation

Gender	Curriculum		General		Resource mobilization	
	Implementation		administration			
	F	%	F	%	F	%
Male	100	59	120	70	110	65
Female	70	41	50	30	60	35
Total	170	100	170	100	170	100

On curriculum implementation out of the 170 participants, 100 (59%) males participated in monitoring and evaluation while 70 (41%) females participated. On general administration 120 (70%) who participated were males while only 50 (30%) were females. On resource mobilization 110 (65%) who participated were males while 60 (35%) were females. These study findings showed stakeholder participation in monitoring and evaluation is skewed towards male. Further analysis showed that women are not fairly represented in monitoring and evaluation in accordance with the requirements of the new constitution that 30% of all appointments be left for women. This slows down the pace of implementation since the low representation makes the few voices of women in management boards insignificant to pass or oppose certain resolutions in monitoring and evaluation.

4.3.2 Distribution of respondents by age

The study sought to know the age of respondents. Age determines concentration, intelligence and the amount of work one can do. The findings showed that out of the 12 head teachers interviewed 5 (41%) fall within the 40-49 years category, 3 (25%) within the 30-39 years category, and 4 (34%) were within the 50-59 years category with no head teacher having 60 years and above. The findings further showed that out of the 12 deputy head teachers interviewed 7 (58%) fall within the 40-49 years category, 3 (25%) within the 30-39 years

category, and 2 (17%) were within the 50-59 years category with no deputy head teacher having 60 years and above. The findings also showed that out of the 24 PTA members interviewed 10 (41%) fall within the 40-49 years category, 8 (33%) within the 30-39 years category, and 6 (26%) were within the 50-59 years category with none having 60 years and above. Furthermore, the findings also showed that out of the 120 BOG members interviewed 50 (42%) fall within the 40-49 years category, 20 (16%) within the 30-39 years category, and 30 (25%) were within the 50-59 years category with 20 (17) having age of 60 years and above. This was illustrated in table 4.3 as follows:

Table 4.3 Ages of Respondents

Age (Bracket)	Headteachers		D.H Teachers		B.O.G		P.T.A	
	F	%	F	%	F	%	F	%
30-39	3	25	3	25	20	16	8	33
40-49	5	41	7	58	50	42	10	41
50-59	4	34	2	17	30	25	6	26
60&Above	0	0	0	0	20	17	0	0
Total	12	100	12	100	120	100	24	100

The distribution of the age of head teachers, PTA members, deputy head teachers and BOG showed that the national employment and appointment was consistent for all ages. The findings showed that a minority of B.O.G members (17%) fell within the retirement age cluster. This therefore rules out the impact of old age in the discharge of their duties of monitoring and evaluation. This is because many of them are still energetic and can attend meetings to discuss academic performance, evaluation of financial expenditure and other activities. Old people are unenergetic and cannot concentrate for a long period of time scrutinizing books of accounts or academic records and often fall asleep in longer meeting sessions. This would have made them want to summarize every agenda on the list for them to leave early to have ample time to reach home. The implication was they dedicated enough time to deliberate on financial management

and issues which culminated to effectiveness in budget making, curriculum implementation and improved academic performance. This helped improve academic performance in last year's KCSE exam.

4.3.3 Distribution of respondents by level of education

The respondents who participated in the study were also asked to respond to their academic qualification. This was however limited to the B.O.G and head teachers. Academic qualification was important for the study because it was used to give a clue on the competence of B.O.G in management. The findings showed that out of the 12 head teachers and deputy head teachers interviewed, all of them had studied to degree level an indication that they were at least qualified in advanced resource management. On the other hand, 60 (50%) of the B.O.G interviewed had attained O-Level, 30 (25%) degree level, 10 (8%) other e.g. A-level, 12 (10%) within masters and 8 (7%) PhD. All the 24 PTA members interviewed had attained O level education. The findings are as shown in table 4.4 as follows:

Table 4.4 Distribution of respondents by level of education

	PHD		Masters		Degree		O-Level		Others	
	F	%	F	%	F	%	F	%	F	%
Head Teachers	0	0	0	0	12	100	-	-	-	-
B.O.G	8	7	12	10	30	25	60	50	10	8

These findings showed that majority of B.O.G (50%) members had attained O-level which was the minimum qualification for appointment in the B.O.G. This indicated that the B.O.G was trained in basic management although this was not enough to say they were competent in monitoring and evaluation. With this being the only qualification that half of the BOG possess, we can conclude that although they are normally inducted before taking up their roles, they still do not possess in depth knowledge of monitoring and evaluation and more so participatory monitoring and evaluation. Some of the BOG did not understand participatory

monitoring and evaluation and what it entailed. This confirms the fact that this approach to monitoring and evaluation although being advocated, was still unpopular in public secondary schools. As noted in the literature review, the education sector is made up of stakeholders in education with specifically defined roles and responsibilities in order to achieve the mission of the ministry of education. However, some stakeholders like the BOG in which case those interviewed in seven of the twelve schools were newly appointed as such were not conversant with this concept owing to their level of education.

According to the literature review, Board of Governors (BOG) and Parent Teachers Associations (PTA) have shortcomings in the following areas: general administrative duties; planning and financial management, keeping of school records, personnel management and development; curriculum implementation, monitoring and evaluation; and lastly, in areas pertaining to teamwork in the school. These challenges clearly indicate that on appointment, they need formal training to ensure effective administration of secondary schools in Kenya and consequently adoption of PM&E. The literature review according Hammond (2007) revealed that all current school reform efforts aim to improve teaching and learning. However, there are huge differences in how it can be implemented. He further found that there are different approaches to implementations of schools reforms. However all the approaches depend on the motivation and capacity of local leadership.

Leadership is therefore widely regarded as a key factor in accounting for differences in the success with which schools promote the learning of their students, projects and programs. It is important therefore to learn which forms of leadership are most likely to foster student learning and how such successful forms of leadership manifest. At the school level M&E has been left squarely on the head teacher who is responsible for all matters pertaining to school management assisted by the deputy head teacher, senior teachers, teachers, PTA which considers projects and programs in support of quality education, respond to needs of the school and to raise

funds, facilitate school projects and assessment of curriculum. Although this should be the case, parents lack the knowledge and expertise and choose to distance themselves from this exercise leaving everything to teachers and the head teacher. At the secondary school level, the BOG are expected to ensure that the schools they govern work closely with the MOE partners in advocacy and creating awareness on delivery of secondary education. They are also expected to mobilize the community members to help provide essential facilities like toilets in schools, ensure official policies and guidelines are followed, overseeing delivery of education programmes, schooling planning, monitoring of education standards, overall teacher management and discipline, collaboration with communities and management of non-teaching staff. All these require training and experience which is lacking as confirmed by the findings in the study.

4.3.4 Distribution of respondents by administrative experience

The respondents were asked to state their administrative experience. This was however limited to the B.O.G and head teachers. The findings showed that out of the 120 B.O.G members interviewed, 60 (50%) of them had worked in administrative positions for less than 5 years, 35 (29%) 6-10 years, 10 (8%) between 11-15 years, 7 (7%) between 16-20 years and 8 (6%) had administrative experience of over 20 years. Six (50%) of the deputy head teachers interviewed had less than five years of experience in administration while the remaining 50% had worked in administrative positions for 6-10 years. On the other hand, out of the 24 PTA members interviewed, 12 (50%) had worked in administration positions for less than five years, 6 (25%) had worked for 6-10 years in administration and the remaining 6 (25%) had worked in administration positions for 11-15 years. Out of the 12 head teachers interviewed 6 (50%) had served in administrative positions for 1-5 years, 3 (25%) had served between 6-10 years and 3 (25%) had served between 11-15 years in administration. These findings are shown in table 4.5 as follows:

Table 4.5 Distribution of respondents by administration experience

Age Bracket	B.O.G		DHT		Principals		PTA	
	F	(%)	F	(%)	F	(%)	F	(%)
< 5 years	60	50	6	50	6	50	12	50
6- 10 yrs	35	29	6	50	3	25	6	25
11-15 yrs	10	8			3	25	6	25
16-20yrs	7	7						
>20yrs	8	6						
Total	120	100	12	100	12	100	24	100

4.4 Influence of skills and knowledge of managers on adoption of PM&E

The findings in table 4.5 showed that majority of B.O.G (50%) had served in administrative positions for less than 5 years making them conversant with issues of general management. This notwithstanding the BOG was still incompetent in general school management and monitoring and evaluation. The principals and deputy principals owing to the number of years they have been in office were conversant with monitoring and evaluation which was confirmed by the quality assurance officer. This is because this officer usually at any given time he visits the school must meet either of them to discuss performance, discipline, financial expenditures on the various vote heads and evaluation of the fixed assets of the school to determine whether they conform to the standards set by the ministry. Qualification of teachers to management level is equally very important.

In his study, Ogembo (2005) observes that for one to be a head-teacher, he/she must be a qualified teacher. and must have been in an administrative post already such as a deputy head teacher. Although this ensures that appointees have some management experience, there are no mechanisms for tracking or monitoring how those appointed as heads performed in their earlier roles. This is partly why adoption of PM&E has not been very effective. According to the administration officer, resistant to change is the biggest challenge faced in adopting PM&E in

public secondary schools. The PTA was not very conversant with PM&E despite being in administration as already indicated above with evidence from the literature review. Some of them 12 (50%) learnt about participatory monitoring and evaluation on the material day when they were filling the questionnaires. Participatory monitoring and evaluation is generally not understood due to the lack of the element of consultation. In many cases as noted by the administration officer students and parents are usually left out in monitoring and evaluation. For example he noted that every time there is a drop in performance, the teacher of the subject concerned is held responsible for the failure and stern measures are taken against him/her while leaving the student.

There are characteristics such as the family background, student personality, the socio-economic and political environment surrounding the teachers and students which are not considered when evaluation is carried for example on performance. Furthermore the relationship between the head teacher and the junior staff matters a lot if PM&E is to be adopted. Improper treatment given to teaching staff employed by the BOG discourages them from participating actively in curriculum implementation. Often times they are not paid commensurate with their qualification and at times the pay does not come in time thereby demoralizing their efforts in helping the ministry of education and public secondary schools adopt PM&E. The respondents were further asked to state the areas of management they have been trained on. The results were tabulated in table 4.6 as follows:

Table 4.6 Training attained by respondents

Respondents/Area of training	Monitoring& evaluation		Curriculum supervision		General administration		Total
	F	%	F	%	F	%	
BOG	40	33	50	42	30	25	120
PTA	4	16	6	26	14	58	24
Head Teachers	2	16	3	25	7	59	12
Deputy Head Teachers	3	25	4	33	5	42	12

Out 120 BOG 50 (42%) had been trained on curriculum supervision, 40 (33%) trained on monitoring and evaluation and 30 (25%) had trained on general administration. These findings indicate that most BOG 50 (42%) have trained curriculum supervision. While this is the case monitoring evaluation extends beyond curriculum supervision only leading to the conclusion that a big part of M&E activities in school are centered on effective curriculum implementation. Additional analysis showed that BOG have inadequate knowledge of comprehensive implementation and adoption of monitoring and evaluation which has slowed down adoption of PM&E in public secondary schools.

Out of the 24 members of the PTA interviewed 14 (58%) had trained on general administration, 6 (26%) on curriculum implementation, and 4 (16%) on monitoring and evaluation. Out of the 12 principals interviewed, 7 (59%) attained training in general administration, 3 (25%) on curriculum supervision and 2 (16%) on monitoring and evaluation. Out of the 12 deputy principals interviewed 5 (42%) had attained training on general administration, 4 (33%) on curriculum supervision and 3 (25%) on monitoring and evaluation. These findings further confirm that school managers possess limited knowledge in monitoring

and evaluation since 4 (16%) of PTA members, 2 (16%) principals and 3 (25%) trained on M&E. However most of the respondents attained training on general administration. This limited knowledge on monitoring and evaluation has made it difficult to fully adopt and implement PM&E in public secondary schools.

4.5 Influence of demographic characteristics of school principals on PM&E in public secondary schools

The study sought to establish the influence that demographic characteristics of school principals has on adoption of participatory monitoring and evaluation in management of public secondary schools. To achieve this, the principals were asked to state their age, gender, highest education level, and administrative experience to ascertain their influence on adoption of PM&E in management of public secondary schools. The study found out that age, gender distribution of principals, education level and administration experience influence the performance of principals in management of schools. These findings were presented under the following sub themes.

4.5.1 Type of Training Acquired in Management

The respondents who participated in the study were asked to state whether they had attained any training on PM&E. Out of the 12, principals interviewed, 8 (67%) admitted having no knowledge of PM&E and its application in management of schools while 4 (33%) do. The areas of management the study sought to know whether the principals had knowledge on included monitoring and evaluation, curriculum supervision, general administration and others. Those who did not attain training on these areas said they relied on the knowledge they acquired from the universities they attended and experience in carrying out business activities since some were businessmen. Out of the 12 principals who participated 4 (33%) had attained training on participatory monitoring and evaluation while 8 (67%) had not.

When asked on the areas of management training they underwent, they cited monitoring and evaluation, curriculum implementation, and general administration which they said also helped them in improving their roles in financial management, led to effective monitoring and evaluation, and proper curriculum implementation. These skills acquired however did not qualify them for effective management because according to the administration officer, there are personality traits of some school heads that interfere with their roles in adopting PM&E in their schools. He cited an example of how some head teachers addressed parents, students and the community at large with contempt and disrespect. Some head teachers were found to assume the presence of parents who came to see them and sometimes they could turn away those parents giving them another date of appointment not knowing that they travelled from far to come to school. This was found to strain the relationship between teachers, head teachers, parents and community. The public relation skills of these principals is wanting and if participation in monitoring and evaluation is to be achieved then such head teachers need to be courteous to the community. The officer further stated that the relationship between teachers and students determines whether they achieve their goals. Although teachers undergo training in education psychology they did not apply the skills learnt in their relationship with students and teachers. For example, some teachers were found to be drunkards thus displaying a bad example to the students and encouraging the vice. A teacher is supposed to lead by examples that his/her students can follow. This scenario was found to hinder effective participation of students in curriculum implementation and improving academic performance. The officer in charge of administration of schools admitted having no knowledge on this form of monitoring.

Out of the 120 BOG interviewed, only 30 (25%) admitted having undergone training in management while 90 (80%) did not. When asked to state the management training they underwent all of the 25% identified monitoring and evaluation, curriculum supervision, and general administration. This they said helped them gain knowledge on accounting, basic book

keeping, curriculum implementation, performance appraisal and financial planning and project management. This was illustrated in table 4.7 as follows:

Table 4.7 BOG Training on Management

Type of training	Frequency	Percentage
Financial monitoring	20	16
Accounting	15	13
Curriculum implementation	25	20
Basic book keeping	55	46
Financial planning and Project Management	5	2
Total	120	100

4.5.2 Benefits of Management Training

Out of the 120 B.O.G who participated in the study 40 (33%) admitted that the training they underwent helped them foster transparency and accountability in school management, 25 (21%) said it encouraged proper curriculum implementation, 15(12%) said it facilitated effective monitoring and evaluation, 30 (25%) said it reduced financial indiscipline 10 (9%) said it encouraged auditing of completed financial records leading to effective financial management as the study found out during the analysis of the schools' monitoring and evaluation records at the district education office. Most financial records were complete and well done according to the requirements by law. This was shown in table 4.8 as follows:

Table 4.8 Benefits of Training

Type of Benefit	Frequency	Percentage
Transparency & Accountability	40	33
Monitoring & evaluation	15	12
Implementation of curriculum	25	21
Reduced financial indiscipline	30	25
Auditing	10	9
Total	170	100

This knowledge they said helped them in carrying out their daily management obligations. The findings showed that the B.O.G benefited from these training for example, the knowledge acquired improved budget making, necessitated proper accounting and book keeping with the aid of accounts clerks, and they acquired skills in financial planning leading to effective financial management. Monitoring and evaluation which is the focus of the study has scored the least with only 12% of the BOG admitting they benefited in this area. This indicates that although BOG undergoes training, much of what it is trained on involves financial management rather than participatory monitoring and evaluation. Thus not much has been done so far to induct BOG on effective participatory monitoring and evaluation.

4.5.3 Roles of B.O.G and Principals in Management

Board of governors is central in school management owing to the power conferred to it by the government to manage public secondary schools by the government as stipulated in the Education Act cap 211 and thus the vehicle for effective or ineffective financial management in secondary schools. It discusses and approves all financial expenditure budgets prepared by the head teacher, discusses performance, monitors curriculum implementation and recommends disciplinary action against errant teachers in public secondary schools. The respondents were asked to state the activities of PM&E practiced in their schools. This also represented the roles of principals, deputy principles and BOG in monitoring and evaluation in the day to day

management of public secondary schools. 120 (70%) out of the total 170 respondents interviewed identified curriculum supervision, as one of the key areas of their involvement in participatory monitoring and evaluation, 20 (12%) cited financial monitoring and evaluation through discussion of budgets of income and expenditure, conducting follow ups in the various accounts etc, 10 (5%) pointed out that they train and induct the various stakeholders on the need to work together, their roles and the possible outcomes of such a process. Twenty (13%) of total respondents said they participated in monitoring and evaluation in the area of development, implementation of projects, and discussing monitoring and evaluation reports. This was illustrated by table 4.9 as follows:

Table 4.9 Roles of BOG and Principals in PM&E

Role played	Frequency	Percentage (%)
Curriculum supervision	120	70
Financial monitoring and evaluation	20	12
Training in monitoring and evaluation	10	5
Other roles	20	13
Total	170	100

These findings confirmed that B.O.G approves budget prepared by the head teacher as stipulated in the Education Act Cap 211 of 1968. That is depending on how they played their roles in management like budget discussion, curriculum implementation and supervision, fostering cooperation between stakeholders, encouraging participation towards improving academic performance etc the result could have impacted positively or negatively on management hence promoting best practices that provides good conditions for adoption of PM&E. In this case therefore it led to efficient financial management.

The respondents were further asked to state the frequency of monitoring and evaluation in their schools. Out of the 170 respondents 130 (76%) pointed out that they carried out this

exercise on a quarterly basis, 20 (12%) said they did so bi annually and 20 (12%) annually. This was shown in table 4.10 as follows

Table 4.10 Frequency of Monitoring and Evaluation

Rate	Frequency	(%)
Quarterly	130	76
Biannually	20	12
annually	20	12
Total	170	100

When asked the frequency of visits by the district education officers to carry out monitoring and evaluation, 120 (70%) of all the 170 respondents said the officers carried out monitoring and evaluation annually, 40 (23%) pointed out that they did so quarterly and 10 (7%) said they carried out monitoring and evaluation biannually. This was shown in table 4.11 as follows:

Table 4.11 Frequency of monitoring and evaluation by DEO's officers

Rate	Frequency	(%)
Quarterly	120	70
Biannually	40	23
Annually	20	7
Total	170	100

From the analysis of data presented in table 4.9 monitoring and evaluation is practiced most on a yearly basis since 70% of the respondents indicated so. This shows that monitoring and evaluation in public secondary schools has not been treated with seriousness as it is supposed and this explains why most respondents interviewed did not know what participatory monitoring and evaluation is. The quality assurance and standards officer attributed this to lack of facilitation from the DEO's officers due to inadequate funds. The office has only one vehicle it uses for all functions and the same vehicle is used by the different departments. He pointed out

that when the vehicle is not available to them they do not go to visit schools. Another impediment he identified is understaffing because at any given time they are required by law to visit schools at least two of them. In this case, there are only two officers against seventeen secondary schools. The clerks are also few giving the officers difficult time in typing and compilation of reports. They also have only two computers which delays reproduction of the reports. He however noted that so far they have visited seven schools twice in this term. Inaccessibility was also identified as another challenge for example the road to Kanyamedha secondary school is usually impassable during rainy seasons.

The respondents were further asked to identify the activities monitored and evaluated in schools. Out of all the 170 respondents interviewed, 90 (53%) cited curriculum implementation, 60 (35%) said teaching and learning methodology, 10 (6%) pointed out resource utilization and 10 (6%) said others which included development, performance and project implementation and spiritual guidance. This was illustrated in table 4.12 as follows:

Table 4.12 Activities Monitored

Activities	Frequency	(%)
Curriculum implementation	90	53
Teaching& learning methodology	60	35
Resource utilization	10	6
Others	10	6
Total	170	100

These findings indicate that curriculum implementation is leading in the list of activities monitored and evaluated since 53% of the respondents pointed to it followed by teaching and learning at 60%. This indicates that monitoring and evaluation is not comprehensive enough to cover all areas of management.

4.6 How government policies on M&E influence PM&E in public secondary schools in Kenya

Policies are guidelines issued by the government to guide development in all sectors. The ministry of education has set policies which have been published and circulated in all public

primary and secondary schools. The study identified three policy instruments applied in management in public secondary schools to establish the effect these policies had on adoption of PM&E management in public secondary schools. These were the Education Act, strategic plans and Sessional papers. Based on these, one of the objectives was to establish the influence of government policy on participatory monitoring and evaluation in secondary schools. This was done by looking at the following:

4.6.1 Adherence to Government Policy

The respondents were asked to state whether they were conversant with government policy on management. The policies that the study identified included the Education Act, the Procurement Act and the Sessional papers. This was discussed as follows:

4.6.1.1 Education Act

The respondents who participated in the study were asked to state whether they are aware of the government policy on financial management. On the Education Act, out of the 170 respondents who participated in the study 70 (41%) were aware while 100 (59%) were not. On sessional papers, out of the 170 respondents interviewed, 35 (20%) were aware while 135 (80%) were not aware. On the strategic plans only 45 (26%) were aware of its existence while 125 (74%) were not. Those who cited knowledge of Education Act pointed out inspection of schools 63 (38%), use of public funds 100 (58%) and constitution and functions of BOG 78 (45%) as areas directly related to monitoring and evaluation in management of schools besides other management roles. This was illustrated in table 4.13 as follows:

Table 4.13 Adherence to Education Act

Policy	YES		NO		Total
	Frequency.	(%)	Frequency	(%)	
Education Act					
Inspection of schools	63	38	107	62	170
Constitution & functions of B.O.G	78	45	92	55	170
Use of public funds	100	58	70	42	170

On the Education Act, majority of the respondents did not adhere to it since they were aware of the functions of BOG and how it is supposed to be constituted since only 45% admitted knowledge of this while 58 % of the respondents admitted knowledge of the use of public funds while 42% did not know how these funds were used. This made it difficult to detect financial irregularities stemming from use of money in the school accounts. Fraudulent head teachers used such ignorance of the BOG to swindle or misappropriate school funds. This partly explained why BOG was inefficient in financial management. Few members of the respondents read the Education Act and other policies on management of schools and majority did not implying that they were still incompetent in management of public secondary schools and needed to be trained on these policies to improve efficiency. The fact that only 38% of respondents are aware of school inspection indicates that they have not been sensitized enough on this matter.

4.6.1.2 Strategic Plans

On the strategic plan, out of the 170 participants only 45 (26%) were aware of its existence while 125 (74%) were not.

4.6.1.3 Sessional Papers

On the Sessional papers, out of the 170 participants, 80 (47%) were familiar with the constitution and functions of BOG while 90 (53%) were not, 59 (34%) were conversant with financing of education while 111 (66%) were not, 90 (53%) were familiar with management and planning of financial resources while 80 (47%) were not and on the legal framework only 50 (30%) were familiar with the legal framework on financial management in public secondary schools while 120 (70%) were not. This was illustrated in table 4.14 as follows:

Table 4.14 Adherence to Sessional Papers

Policy	YES		NO	
	Frequency	(%)	Frequency	(%)
Sessional papers				
Constitution and functions of B.O.G	80	47	90	53
Financing education	59	34	111	66
Management & planning of financial resources	90	53	80	47
Legal framework	50	30	120	70

On the Sessional papers, 53 % were aware of the guidelines set up on management and planning of financial resources and only 30% on the legal framework within which management activities were supposed to operate thus leading to little or no adherence to these policies. The implication is ineffective or poor management and consequently poor monitoring and evaluation. Findings further showed that there was indeed a big short fall in the knowledge of policies guiding monitoring and evaluation in management of public secondary schools although the literature review highlighted on some policies laid by the government to ensure this was done. This was attributed to poor induction at the time they assume office by the appointing authorities or negligence of BOG and principals to find out the relevant policies governing their work.

The respondents were further asked to state the extent to which these policies are applied in the day to day management of schools. Out of the 170 respondents interviewed by the study, 95 (55%) said that these policies are practiced averagely, 40 (24%) said they were practiced minimally, 25 (15%) said they were practiced largely while the remaining 10 (6%) said they were never practiced at all. When asked whether there are policies that enumerate how stakeholders can be involved in adoption of participatory monitoring and evaluation, 100 (59%) said there was while 70 (41%) said they were not. They were further asked to state the extent of application of the guidelines, 90 (53%) said they were practiced averagely, 50 (29%) minimally, 20 (12%) largely and 10 (6%) said to no extent are they practiced. This was illustrated in table 4.15 as follows:

Table 4.15 Extent of Practice of Policies

Extent of Practice	Frequency	(%)
Averagely	95	55
Minimally	40	24
Largely	25	15
No extent	10	6
Total	170	100

Leithwood and Jantzi, (2005) stated that perceived unique challenges related to the increasingly complex and diverse nature of the pupil population and behaviour in secondary schools calls for greater knowledge, understanding and awareness of relevant legislation. This includes understanding of the role, structure and function of service providers, demonstrating skills in people management including adolescents, and in curriculum planning and management. This is wanting in management of public secondary schools in Kisumu district. The findings presented on conversance with policy shows clearly that this is lacking. Under these circumstances therefore adoption of PM&E becomes an uphill task.

4.6.2 Involvement of Stakeholders in Participatory Monitoring and Evaluation

The study sought to know how the various stakeholders were involved in adopting PM&E in management of secondary schools. To achieve this, the BOG, PTA, principals and deputy principals were asked how they participated in adoption of PM&E. The results were summarized in table 4.16 as follows:

Table 4.16 Stakeholders involvement in monitoring and evaluation

Respondents	Curriculum implementation		General administration		Resource utilization		Total
	F	%	F	%	F	%	
BOG	20	16	60	50	40	34	120
PTA	5	20	10	41	9	39	24
Principals	7	41	4	33	3	26	12
Deputy principals	4	33	6	50	2	17	12
Total	36		80		54		170

Out of the 120 BOG interviewed by the study, 60 (50%) participated through general administration, 40 (34%) through resource utilization and 20 (16%) participated through curriculum implementation. Out of the 24 PTA members 10 (41%) participated through general administration, 9 (39%) through resource utilization and 5 (20%) participated through curriculum implementation. Seven (58%) of the principals participated through curriculum implementation, 4 (33%) through general administration and 3 (26%) through resource utilization. Out of the 12 deputy principals 6 (50%) participated through general administration, 4 (33%) through curriculum implementation and 2 (17%) through resource utilization.

Study findings showed that majority of these managers participated in monitoring and evaluation through dispensing their general management duties such as ensuring that the daily attendance registers for both teachers and students are signed, observing lesson attendance,

monitoring activities through time tabling, doing evaluation tests, preparation and discussions of budgets among others. Further analysis found out that participation in monitoring and evaluation is practiced in public secondary schools although the impact is still minimal. This is attributed to inadequate knowledge and experience in participatory management techniques which has hindered effective adoption of PM&E. Another reason for this, is that involvement in management in public secondary schools is no remunerated and managers may opt to attend to matters and issues that are likely to generate income rather than sit in board meetings for example. This confirmed findings by Opot (2006) who indicated that public schools management was done by semi illiterate or semi-skilled non professionals creating a managerial gap resulting into inefficiency in management. This consequently affects adoption of PM&E.

The respondents were further asked to state how parents were involved in monitoring and evaluation. Out of the 170 respondents interviewed, 64 (37%) said they were involved through discussions on teaching and learning activities, 68 (40%) said they were involved through analysis of academic performance, 30 (17%) through observation of school programmes and 8 (6%) said they were involved through development, investment and motivation programmes.

This was shown in table 4.17 as follows:

Table 4.17 Involvement of stakeholders in PM&E

Ways of Involvement	Frequency	(%)
Teaching & Learning	64	37
Academic performance	68	40
Observing school programs	30	17
Others	8	6
Total	170	100

The respondents were again asked to state whether teachers participate actively in monitoring and evaluation 101 (59%) said they were involved while 69 (41%) said they were

not. They were further asked to state how this was done and 69 (40%) said participated in the teaching process where they evaluate ability of students to understand, 90 (52%) said through evaluation tests and 11(8%) in disciplining students. This was shown in table 4.18 as follows:

Table 4.18 Involvement of Teachers in PM&E

Activity	Frequency	(%)
Teaching & Learning process	69	40
Evaluation tests	90	52
Discipline	11	8
Total	170	100

The respondents were also asked whether students participated in monitoring and evaluation. Out of the 170 participants who were interviewed, 41 (24%) said they were involved through discussions on value added programmes, 27 (17%) said they were involved through assessment of teaching methodology 102 (59%) said they were involved through undertaking assessment tests. This was illustrated in table 4.19 as follows:

Table 4.19 Involvement of students in PM&E

Activity	Frequency	(%)
Discussing value added programs	41	24
Assessment of teaching methodology	27	17
Undertaking tests	102	59
Total	170	100

When asked how they have been conducting PM&E in their schools, the respondents said they did this on a quarterly basis, through involving stakeholders mainly teachers, students and parents, checking on development, training BOG and regular meetings and visiting and holding discussions. To enhance adoption of PM&E, teachers instill discipline in students; supervise

activities, liaising with principal on certain issues, sharing ideas and cooperating among themselves, conducting follow ups, frequent testing, staff meetings and conducting training on life issues such as HIV/AIDS. The quality assurance and standards officer said that teachers participated through target setting, attending workshops, and supervision. Student participation is still up-coming seen through election of school prefects, peer counseling groups, evaluating teacher performance in terms of syllabus coverage and methodology of teaching. The study found out that they were never interviewed by the QASO during monitoring and evaluation.

4.6.3 Implementation of Government Policy by the Government in Kisumu East District

The literature review established that policy guidelines were put in place to ensure transparency and accountability in use of public resources although some schools were found not to adhere strictly to them. They ensured that all programmes run properly and those found with cases of indiscipline were punished through the same policies. This was confirmed to be true by the district quality and standards officer. The ministry of education created positions for personnel management such as the quality assurance officer whose responsibility was to act as a watchdog for the government in ensuring proper use of public resources, check on education quality, ensure that all schools meet the operational standards as laid down by the government, ensure proper curriculum implementation among others, the District Education Officer whose role was to chair boards to discuss virements and channeling of public funds to public secondary schools. The ministry also employed the administration officer whose tasks included educating and inducting school heads on prudent use of public funds, receiving financial information from the government and inform schools, keeping track of funds disbursed to schools, checking whether schools have prepared trial balances, sit in board meetings and enforce the actions recommended by the auditor.

The schools audit unit has also been co-opted to verify expenditure against incomes and investigated all cases of financial indiscipline. Their involvement enabled schools prepare up to

date financial records and facilitated audit of schools' financial records, ensured proper curriculum implementation, enhanced participation and adherence to quality, ensured that vision and mission statement concurs with that of the ministry of education, ensured that schools prepared their budgets in time and in accordance with government guidelines and punished cases of indiscipline. The enforcement of these policies helped public secondary schools in the district keep proper books of accounts which reflected true and fair views of the state of the schools' financial positions especially in accordance with the hand book of financial management Instructions of education of 2003 and complied with the provisions of the Education Act Cap 211 of 1980 of the laws of Kenya. The appointment of B.O.G in the area however did not factor in the one third of women as required by the Act.

4.7 Challenges Faced by school managers in adopting PM&E in management of public secondary schools

The respondents were asked to state the challenges faced while in adopting PM&E in management of schools. They identified political interference, incompetence in management, lack of cooperation and inadequate personnel, and tools in carrying out PM&E as the main challenges. Other challenges identified as impeding in efficient management of public secondary schools included delays in disbursement of funds by the government, and nonpayment of school fees. This was shown in table 4.20 as follows:

Table 4.20 Challenges in adopting PM&E

CHALLENGE	Frequency	(%)
Political interference	55	32
Incompetence	70	41
Lack of cooperation	30	17
Inadequate personnel, funds and tools	15	10
Total	170	100

Seventy - 70 (41%) of all the 170 respondents interviewed cited incompetence of B.O.G in management in public secondary schools as a major challenge. According to the administration officer, during discussions of matters in the board meetings, the board members got bored and tired. They did not understand the reports tabled by quality assurance and standards officer and financial statements due to incompetence and their participation in the discussions were minimal. Concentration during such discussions reduced as opposed to when a budget was being discussed or voting for virements. Incompetence leads to non adherence to budget lines, non scrutiny of budgetary proposals, to lack of transparency and accountability and low participation during discussions. The study findings further revealed that the members of B.O.G relied on the accounts clerk to interpret the accounts for them confirming that despite having been trained they still could not be able to interpret the financial accounts especially posting of transactions to the stores ledger. This information was got from the officer in charge of administration. This notwithstanding majority of them were not able to interpret audit reports. This confirmed that the B.O.G although trained was still incompetent in management. These findings also confirmed the findings of earlier studies done as noted in the literature review, that the B.O.G indeed faced challenges in management in public secondary schools which needed to be addressed although at that time free secondary education had not been introduced. This study went a step further to rank these challenges in order of seriousness and provided detailed

explanation as opposed to those other studies which just mentioned some of these challenges for example the Koech commission report of 1999 and studies by Wasuna and Okach, (2000).

On political interference, out of the 170 respondents, 55 (41%) pointed out political interference in the functions of BOG as a challenge especially on CDF funds where the Member of Parliament is the accounting officer. The study found out that members of parliament influence the use of CDF funds awarded to public secondary schools and may even impose a project and the school head or B.O.G cannot object for fear of not being funded again. In some instances, the B.O.G and DEO's office recommended the interdiction or transfer of the head teacher by the teachers' service commission in cases of indiscipline and because of political connections, this did not happen and the head teacher prevailed over the B.O.G in decision making.

On lack of cooperation out of all the respondents who participated in the study, 30 (17%) identified it as a challenge. This come arises from disagreements between teachers and head teachers, students and teachers or even between the community and the teachers of principal. Out of the 170 participants 15 (10%) identified inadequate funding, tools and personnel from the government, delay of funding and nonpayment of school fees as other challenges faced.

Challenges faced by BOG and principals due to lack of competence were also pertinent. Out of the 120 BOG members who participated in the study, 70(58%) cited non adherence to policies as a challenge while 50 (42%) did not. Lack of technical knowhow made it difficult for them to scrutinize budget proposals, lack of transparency, inability to detect fraud and encouraging participation in management.

These challenges which had not been addressed at the time the study was done continued to reduce efficiency and effectiveness in adoption of PM&E in management because they fostered a hostile environment for the efforts to achieve transparency and accountability in management of resources in public secondary schools. The administration officer also agreed

that at times BOG did not adhere to budget lines owing to late disbursement of funds by the government and nonpayment of school fees which encouraged borrowing. This was a challenge to the BOG and impacted negatively on the achievement of management objectives. Inadequate financial resources forced the BOG to readjust their fiscal budgets which did not reflect what was approved by the government. This was a big impediment in achieving PM&E because no money or very little has been set aside for this exercise.

4.8 Ways of overcoming the challenges

It was imperative for this study to recommend ways of overcoming these challenges in order to provide direction to policy makers of the importance of dealing with the challenges in meeting objectives of adopting PM&E in management in public secondary schools. Challenges if not addressed, act as a barrier for the achievements of these goals. Addressing them provides school managers with a conducive environment to carry out their management functions smoothly to achieve efficiency. The respondents were asked to state the measures that could be taken to improve adoption of PM&E in management of public secondary schools. Out of the 120 respondents who participated in the study 50 (29%) suggested that the B.O.G, PTA and principles be trained on the need for participatory monitoring and evaluation in management. This will provide them with knowledge and importance of participation in meeting school vision and mission to conform to the national goals and Millennium Development Goals (MDGs). 70 (41%) said providing clear guidelines on PM&E, 20(11%) suggested that funds be increased for this exercise, and 30 (19%) said the community should be encouraged and be sensitized on PM&E. This was shown in table 4.21 as follows:

Table 4.21 Measures to Address Challenges Faced

Measure to be taken	Frequency	(%)
Training	50	29
Clear guidance on PM&E	70	41
Increased Funding	20	11
Encouraging and sensitizing community	30	19
Total	170	100

Ways of improving on the identified challenges as noted by the respondents who participated in the study included training B.O.G on financial management, according the B.O.G,PTA, avoiding over reliance on politicians as the de facto opinion leaders in development matters and appointing qualified persons in the BOG. The district audit unit suggested appointment of competent people to the B.O.G, encouraging transparency and accountability and ensuring proper coordination in the B.O.G for effective financial management.

Training in PM&E in management was viewed by the respondents as the most important way of overcoming incompetence in adopting PM&E. They argued that this was to help them examine the book of accounts professionally, be able to detect errors and follow proceedings during auditing. It was found out that due to incompetence; BOG could not understand or interpret financial accounts. They were not aware of ledger postings and in some did not keep a stores ledger. These they said were the likely causes of misappropriation of funds. Politicians too they said interfered with their work and there was need for them to contribute positively by letting BOG and principals carry out it functions. They suggested that local politicians should help public secondary schools financially through timely disbursement of the CDF fund. The use of this fund was limited to physical development of new structures, buying books, but not for repair and maintenance. There was need to extend the use of such funds to supplement the budget deficits experienced as noted in all the secondary schools. Appointing competent people into the board was identified as another way of improving management in public secondary

schools. Doing this would have helped the government reduce expenditure on training BOG on management and those funds can be used to finance PM&E.

CHAPTER FIVE

5.0 SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter presents the summary of findings, conclusions, recommendations, suggestions for further research and contribution to the body of Knowledge.

5.2 Summary of Findings

The purpose of the study was to establish the factors influencing adoption of participatory monitoring and evaluation in management of public secondary schools in Kisumu East district. The research was carried with the view that the government was making an effort to improve adoption of PM&E in management of public secondary schools as noted in the literature review. The research objectives were used to guide in the collection of the required data from respondents. The method of data collection was survey questionnaires administered to 120 B.O.G, 24 PTA members, 12 deputy head teachers and 12 head teachers. The study findings revealed that the factors influencing adoption of PM&E in management of secondary schools included, administrative experience, academic competence, availability of funds, tools and equipment for PM&E, knowledge of policy, suitability of policy, goodwill of the stakeholders, personality traits of school managers etc.

The first objective to establish the extent to which demographic characteristics of school principals influence participatory monitoring and evaluation in public secondary schools was fully met. The study found out that their academic qualification, personality traits and administrative experience influence their management roles. The study also established that inadequate skill and knowledge of these principals makes them unable to design projects, conduct follow ups, monitor financial transactions carried out by the approval of the BOG and incorporate all stakeholders in management. Their negative influence on adoption of PM&E management is owed to their incompetence in management in public secondary schools, political

interference, lack of cooperation, lack of clear guidelines on PM&E and ignorance of the policies governing management in secondary schools. Their lack of competence often led to poor budgeting and prioritization of needs. This was coupled with the fact that they did not supervise or examine the ledger postings and relied on the accounts clerks' interpretation of books of accounts or detection of financial anomalies by the auditor.

The second objective to determine the extent to which government policy on monitoring and evaluation influence adoption of PM&E in management of public secondary schools found that the fact that 38% of the respondents are knowledgeable on inspection of schools, many more still do not possess adequate knowledge of the various policies guiding management in secondary schools on the Education Act. It was expected that the B.O.G was knowledgeable on the constitution and functions of inspectorate but this was not the case since only 38% of them admitted knowing that. Knowledge on the Sessional papers for all the sections that the study investigated was found to be below 33% on average. This was an indication that they were not competent in management matters contained in them and this led to inefficiencies in monitoring and evaluation. This led to the conclusion that the B.O.G did not strictly adhere to policies in school management which partly explained why there were inefficiencies.

Head teachers on the other hand were conversant with the provisions of the Education Act Cap 211. The study established that these policies ensured transparency and accountability in management although the enforcers who were the officials from the DEO's office were faced with challenges which included understaffing, lack of transport and the wide area of jurisdiction which sometimes hindered monitoring and evaluation in secondary schools in the division.

These policies were found out to regulate the powers exercised by each office holders and outlines measures ensuring transparency and accountability in general management of secondary schools. The study established that the knowledge of these policies depended on the level of education of respondents and exposure to their implementation. However the Act was found to

be partial when there was indiscipline because it specifies disciplinary actions on the head teacher alone as the executive officer yet the whole board should bear responsibility for mismanagement because they work closely with principals especially in budget approval. Sometimes politics overrode the enforcement of these laws and granted freedom to those implicated in corruption. Study respondents suggested that strict adherence to these policies could help improve adoption of participatory monitoring and evaluation since they identify all stakeholders in education.

The third objective on the influence of principals' knowledge and skills on participatory monitoring and evaluation found out that most all principals had degree as the highest qualification which only gave them knowledge on general management but they had not undergone in-depth training on participatory monitoring and evaluation. Although the district quality assurance and standards officer (QASO) said they organized workshops for BOG and principals where they trained them on decentralization, mentoring, guidance and counseling, policies, education reports all them did not attend due long distance covered from schools and some BOG members were away. Other challenges included lack of interest by BOG and principals, lack of remuneration, inadequate funds for facilitation, poor co-ordination of workshops in adequate data for the workshop leading to poor attendance. The follow ups were also not done regularly as required by the law. Furthermore, sometimes the objectives of the workshops are normally not clear; there are few personnel to conduct training which hinder adoption of PM&E in public secondary schools. The study thus concluded that the school managers are still incompetent and that is why streamlining participatory approaches in management has not been realized. The appointment of BOG and principals was pegged on academic qualification, competence and experience except that the appointment is not done in line with professional qualification. This has impeded adoption of PM&E.

The fourth objective on the challenges faced in adopting PM&E in management found out that the major challenge was incompetence management (41%), followed by 32% who identified political interference in the functions of the B.O.G and principals, lack of cooperation (17%), 10% inadequate personnel, funds and tools for effective monitoring and evaluation. Other challenges identified by the study were lack of clear guidelines on PM&E, and delay of disbursements of funds by the ministry of education. The study findings further revealed that the managers could grasp the provisions in the existing legislation on monitoring and evaluation and therefore were not able to interpret them let alone implementation. This notwithstanding majority of them were not able to interpret audit reports.

The fifth objective was to suggest ways of addressing challenges faced by the managers in adopting PM&E in management. The respondents suggested that the B.O.G be trained on project monitoring and evaluation, politicians to stop interfering with their functions by not politicizing development, maintaining integrity transparency and accountability by the managers, timely disbursement of funds by the government to finance the annual budgets, provision of more vehicles, employing more personnel, and setting clear guidelines for PM&E. The B.O.G need to be well inducted before assuming office by the appointing authority especially on government policy to ensure adherence to them since the findings revealed reluctance in adherence to them.

5.3 Conclusions

On the first objective of determining the influence of demographic characteristics of principals on adoption of PM&E, the study established that age, gender, academic qualification and administrative influenced management and hence monitoring and evaluation. Their competence in management determines the efficiency in their roles. In schools whose B.O.G were found to be competent, the result was effective management although this varied from

individual to individual. Only 12% of all respondents were found to have undergone training on monitoring and evaluation.

Secondly, government policy on monitoring and evaluation was found to affect adoption of PM&E in management of public secondary schools by formulating rules and regulations that guide the process in public secondary schools. The B.O.G however did not strictly adhere to them leading to inefficiencies in management. The study further concluded that the managers faced challenges such as incompetence, political interference, lack of cooperation, poor coordination of workshops, and lack of clear guidelines on M&E, understaffing at the DEO's office, inadequate funds and tools to facilitate monitoring and evaluation in management of public secondary schools which must be addressed to improve efficiency of the process.

The study substantially met all the five objectives and it could be concluded that it was a success. Further it was also deduced that a lot still need to be done to make management in secondary schools effective to facilitate adoption of PM&E in public secondary schools. Key issues needed to achieve such a mark included encouraging quality and interactive stakeholder participation within the entire process of management in public secondary schools, training B.O.G and head teachers in PM&E in management, and strict adherence to the regulations set out by the government on monitoring and evaluation in management. The challenges facing schools and the ministry of education need to be addressed as a matter of urgency so that current reforms in the education sector that led to the adoption of many policies and creation of various authorities are not jeopardized.

5.4 Recommendations

Based on the findings of this study and the conclusions made, the study made the following recommendations:

5.4.1 Recommendations for policy issues

The literature review established that managers were incompetent in management of public secondary schools and one way of addressing this is by considering appointment of qualified persons in matters of management. This incompetence was found to influence hinder adoption of PM&E. Appointment to board of governors should therefore be tailored to professional qualification in management. The government should also consider remunerating the B.O.G since this would attract qualified professionals which will better its efficiency in management.

The appointment of B.O.G and principals should not be politicized but be based purely on merit. Only those who qualify according to the guidelines in the Education Act should be appointed regardless of their political affiliations, culture or views they hold. The appointment should be fair to all appointees. Candidates should not be victimized because of the parallel views they hold which may be in conflict with the political system in power. Instead these appointments should be pegged on competence and experience in management.

The study established that B.O.G is incompetent in PM&E in management. This is a negative impact that should be mitigated. The ministry should therefore facilitate nationwide training of B.O.G in this new approach to management of secondary schools and sensitize them on the various legislations that are applicable and their interpretation. This requires that KESI be revived and funds channeled to it to facilitate such training.

The current legislations were found out to give less punishment for errand principals but left such actions with the minister of education after their recommendation. Changes in policy should be made to this effect. The bureaucracy involved in disbursement process as stipulated

in the Sessional papers were found to delay disbursement of funds. There is therefore need to for a new legislation to improve current disbursement process by ensuring timely and prompt disbursements of funds for free secondary education. The study found out that there were delays in disbursement of funds which forced schools to borrow or adjust their budgets which hindered attendance of workshops and other training functions on monitoring and evaluation.

In some cases the funds were disbursed in installments which did not address the financial needs of the schools adequately. This therefore calls for timely disbursement of all the funds allocated to schools to ensure adherence to the budget. These funds should reach schools long before the start of a new financial year. It is not prudent for the government to release funds in the course of the year because this led to borrowing from external sources to finance the budget in schools which did not receive support from donors. This left the schools with heavy debts which were in most cases carried forward to the next financial year which had to be repaid.

The CDF fund should also not be strictly tailored to infrastructural development and bursaries alone as is the case, but should extend to finance the deficits in the school budget for example in tuition and operation accounts to support training in PM&E. For example it should be used to pay salaries for the support staff and teaching staff employed by the B.O.G instead of leaving the whole of this burden to the PTA. Proper checks and balances should be put in place to ensure effective use of these funds. The government should also ensure that the allocations from CDF kitty be tailored to the financial needs of the school i.e. schools that are financially unstable due to low student enrolment should be allocated more money for development and running of the schools operation. Such schools found it difficult to collect school fees, because they had to enroll students who in most cases came from poor families who could pay the full fees in time.

The study findings showed that gender consideration in appointments of B.O.G and principals was skewed towards men and did not reflect the government's goal of setting aside

30% of all appointments for women. The government should therefore ensure equal appointment opportunities are given to both male and female to meet the government's target as earlier mentioned. Women are important since they are also contributing directly or indirectly to economic growth. Their inclusion in the employment sector is therefore very important. The study also advises that quarterly audits be carried out to reduce the work load on the QASO to facilitate efficiency. The government should employ more staff to cater for the newly created districts and increase funding to the ministry to provide transport for the field officers to enable timely inspection of schools. Delays in financial audits affects consistency in auditing procedures and also leave loopholes for swindling of funds by the concerned authorities.

The involvement of parents in the process should be considered by co-opting more members from the PTA into the board to enhance transparency and accountability. BOG and head teachers should ensure that account clerks appointed are qualified in financial management to avoid cases of incorrect posting of transactions in the stores ledger. They should ensure timely preparation and submission of financial reports to the district audit unit to facilitate auditing and avoid backlog. They should also ensure that budgets are drawn according to the funds they have to minimize cases of overdrawing some vote heads.

Mechanisms of collecting fees should be improved for example collecting the fee balance before accepting the current fee to ensure that funds are available to implement the budget. The B.O.G and principals should be committed and show integrity in exercising their powers and they should make individual efforts to acquaint themselves with the various legislation governing monitoring and evaluation management in secondary schools. They should lobby for funds from the government and other stakeholders to help them acquire funds for training or identify institutions which can train them in management. Parents should pay fees promptly and timely to ensure implementation of the budget and monitor financial expenditure and income through scrutiny of records through the PTA members in the board.

5.5 Contribution to the body of knowledge

The findings of this study have led to the following contributions toward the body of knowledge and are illustrated in table 5.1 as follows:

Table 5.1 Contribution of study to body of Knowledge

Objectives	Contributions to knowledge
1.To establish the Influence demographic characteristics of principals on PM&E	The negative influence of principals on financial management can be reduced through training, and reducing political interference in their appointments.
2.To establish the effect of government policy on M&E on adoption of PM&E	The current policy regulating management procedures in school encourages transparency and accountability and should be adhered to strictly by the managers. The government should enforce these policies to ensure they are adopted.
3.Determine the influence of skills and knowledge of managers on PM&E	Skills and knowledge of managers affect adoption of PM&E and training should be facilitated to ensure that managers are trained on how to streamline participatory approaches in management of public secondary schools.
4.Identify challenges faced in adoption of PM&E	Political interference in their functions, incompetence of B.O.G, lack of clear guidelines on M&E, delay of funding, non commitment and lack of cooperation are the key challenges hindering adoption of PM&E which need to be addressed. Attitude change by B.O.G, reduction of political influence, training on management and timely disbursement of funds are some ways of alleviating these challenges.

5.6 Suggestions for further research

Despite the findings obtained by the study there are still some areas which may have not been covered and therefore need further research to be able to understand the problem.

- 1) Which factors affect the implementation of PM&E in public secondary schools which the study to not look at.
- 2) What is the influence of politics on PM&E in secondary schools?

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APPENDICES
APPENDIX I
Table of sample size selection

Size of population	Sample size (n)			
	3%	5%	7%	10%
500	a	222	145	83
600	a	240	152	86
700	a	255	158	88
800	a	267	163	89
900	a	277	166	90
1000	a	286	169	91
2000	714	333	185	95
3000	811	353	191	97
4000	870	364	194	98
5000	909	370	196	98
6000	938	375	197	98
7000	959	378	198	99
8000	976	381	199	99
9000	989	383	200	99
10000	1000	385	200	99
15000	1034	390	201	99
20000	1053	392	204	100
25000	1064	394	204	100
50000	1087	397	204	100
100000	1099	398	204	100
∞	1111	400	204	100

a-assumption of normal population is poor (Yamane, 1967). The entire population should be sampled.

Source: Cohen D. Israel (1992)

APPENDIX II

LETTER OF TRANSMITTAL

Betty Asioya Oyuga,
P.O.Box 4429,
Kisumu.

Head Teacher/ B.O.G,

Dear Respondent,

RE: RESEARCH PROJECT

In partial fulfillment of the requirement for the award of the degree of masters on arts in project planning and management, the University of Nairobi has instructed me to collect data as part of the research project. The research concerns, factors influencing adoption of PM&E in public secondary schools in Kisumu East District.

Your school has been chosen to participate in the study. I would be very grateful if you would fill the questionnaire attached. Your name should not appear anywhere on the questionnaire. The information you give will be treated confidentially and will be used purely for academic purposes. Your cooperation will be highly appreciated.

Yours faithfully,

Betty Asioya Oyuga,
MA student,
University of Nairobi.

APPENDIX III

{QUESTIONNAIRE FOR HEADTEACHER, DEPUTY AND B.O.G/P.T.A}

This is a study on determinants of adoption on PM&E in management of public secondary schools in Kisumu East District. The questionnaire has three sections. Section A is on general information, section B deals with government policy and activities on PM&E and section C concerns skills and knowledge of managers. Please tick the box where appropriate on multiple choice questions and for open ended questions, answer in prose. The study is purely for academic purposes and your responses will be kept in confidence.

Section A: General information

1. What is your age bracket?

20-30 [] 31-40 [] 41-50 [] 61 [] []

2. Indicate your education level

P1 [] O-level [] Diploma [] Bachelor [] Masters []

3. For how long have you been in management of schools?

5yrs [] 6-10yrs [] 11-15yrs [] 16-20yrs [] 20 [] []

4. What is the category of your school?

District [] Provincial [] National [] Private []

5. What is your gender?

Male [] Female []

6. What activities of PM&E do you practice in your school?

- i. Curriculum supervision []
- ii. Financial monitoring and evaluation []
- iii. Training in M&E []
- iv. Any other []

7. How often do you carry out PM&E in your school?

- i. Quarterly []
- ii. Bi-annually []
- iii. Annually []

8. How often do officers from the monitoring unit carry out M&E in your school?

- i. Quarterly []
- ii. Bi-annually []
- iii. Annually []

9. What activities do you monitor and evaluate in your school?

- i. Curriculum implementation []

- ii. Teaching & learning methodology[]
- iii. Resource utilization[]
- iv. Others(specify).....
.....

10. What is your role in adoption of PM&E?

- i. Supervising[]
- ii. Implementation of projects and curriculum[]
- iii. Discussing M&E reports[]
- iv. Others (specify).....
.....

SECTION B: Government policy and activity on PM&E

11. (a) Are you aware of any government policies on PM&E?

Yes[] No[]

(b) If yes, which ones?

- i. Education act[]
- ii. Sessional papers[]
- iii. Strategic plans[]
- iv. Any other(specify).....

12. To what extent are these policies practiced?

- i. Minimally[]
- ii. Largely[]
- iii. Averagely[]
- iv. No extent[]

13. (a) Do you have policy guidelines on how to involve stakeholders in adopting PM&E?

Yes [] No []

(b) If yes, to what extent do you apply the guidelines?

- i. Minimally[]
- ii. Largely[]
- iii. Averagely[]
- iv. No extent[]

14. To what extent do you involve parents in participatory monitoring and evaluation?

- i. Minimally[]
- ii. Largely[]

iii. Averagely[]

iv. No extent[]

15. In what ways are the parents involved in participatory monitoring and evaluation?

i. Discussion of teaching/learning activities[]

ii. Analysis of academic performance[]

iii. Observation of school programmes[]

iv. Any other (specify).....

.....

16. (a) Are teachers active participants of PM&E in your school?

Yes [] No []

(b) If yes, how do they carry out their PM&E activities?

i. In teaching process[]

ii. In testing and evaluating[]

iii. In disciplining[]

(c) If no, why do they participate in monitoring and evaluation?

.....

.....

17. Do you involve students in PM&E activities in your school?

Yes [] No []

(a) If yes, how do students participate in this exercise?

i. Discussion on value added programmes[]

ii. Assessment of teaching methodology[]

iii. Undertaking of assessment tests[]

iv. Any other (specify).....

.....

SECTION C: Skills and knowledge

18. Have you undergone any training on PM&E?

Yes [] No []

(a) If yes, how long did the training take?.....

(b) If no, why haven't you undergone any training?.....

.....

19. What areas of management have you been trained on?

i. Monitoring and evaluation[]

- ii. Curriculum supervision[]
- iii. General administration[]
- iv. Others (specify).....
.....

20. How has the training improved your management?

- i. Improved financial management skills[]
- ii. Effective monitoring and evaluation of school programmes[]
- iii. Proper curriculum implementation[]
- iv. Any other (specify).....
.....

21. To what extent has the training helped you improve your management skills?

- i. Minimal[]
- ii. Average[]
- iii. Large[]
- iv. No extent[]

22. How have you been conducting PM&E activities in your school?

.....
.....

23. What measures have you taken to enhance adoption of PM&E by teachers?

.....
.....

24. What challenges do you face in adopting PM&E in your school?

- i. Negative attitudes towards PM&E []
- ii. Inadequate personnel and tools for carrying out PM&E []
- iii. Lack of knowledge on PM&E []
- iv. Political interference []
- v. Any other (specify).....

25. How can these challenges be addressed?

- i. Training of PTA, BOG and head teachers []
- ii. Provision of clear guidance on PM&E []
- iii. Increasing funding for the exercise []
- iv. Encouraging and sensitizing community on PM&E []
- v. Others (specify).....

Thank you.

APPENDIX IV
INTERVIEW SCHEDULE FOR DEOs' OFFICERS

1. What are your roles in carrying out PM&E in schools?
2. How frequent do you carry out PM&E activities in your area?
3. In your own opinion, do you think schools within your area have adopted PM&E in their management?
4. What policies has the government put in place to enhance adoption of PM&E in schools?
5. How do you ensure that the school managers are well equipped on the skills and knowledge in adopting PM&E?
6. What common activities which are PM&E do schools apply?
7. Which stakeholders do you involve in carrying out PM&E in schools?
8. To what extent do managers adhere to guidelines given by government on PM&E?
9. What is the ratio of QASO personnel versus schools in your district?
10. What challenges do you face in carrying out PM&E and how do you address them?

APPENDIX V

LETTER OF AUTHENTICITY

REPUBLIC OF KENYA



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When replying please quote

P.O. Box 30623-00100
NAIROBI-KENYA
Website: www.ncst.go.ke

Our Ref: **NCST/RRI/12/1/SS-011/712**

Date: **6th June, 2011**

Betty Asioya Oyuga
University of Nairobi
P.O Box 30197
NAIROBI

RE: RESEARCH AUTHORIZATION

Following your application for authority to carry out research on "Factors influencing adoption of participatory monitoring and evaluation in management of public secondary schools in Kisumu East District, Kenya" I am pleased to inform you that you have been authorized to undertake research in Kisumu East District for a period ending **30th June, 2011**.

You are advised to report to the District Commissioner and the District Education Officer before embarking on the research project.

On completion of the research, you are expected to submit **one hard copy and one soft copy** of the research report/thesis to our office.

A handwritten signature in dark ink, appearing to read 'P. N. Nyakundi'.

P. N. NYAKUNDI
FOR: SECRETARY/CEO

Copy to:

The District Commissioner
Kisumu East District

The District Education Officer
Kisumu East District

APPENDIX VI
RESEARCH PERMIT

PAGE 2

PAGE 3

NCST/RRI/12/1/SS-011/712

Research Permit No.....

Date of issue..... 6/6/2011

Fee received..... KSHS.1000

WE HEREBY CERTIFY THAT:

Dr./Mr./Mrs./Miss. BETTY ASIOYA
OYUGA

(Address) UNIVERSITY OF NAIROBI
PO BOX 30197 NAIROBI

has been permitted to conduct research in

.....Location,

KISUMU EAST District,

NYANZA Province,

on the topic FACTORS INFLUENCING

ADOPTION OF PARTICIPATORY

MONITORING AND EVALUATION IN

MANAGEMENT OF PUBLIC SECONDARY

SCHOOLS IN KISUMU EAST DIST. KENYA.

for a period ending..... 30TH JUNE 2011.....



Applicant's
Signature

[Signature]
Secretary
National Council for
Science and Technology