

## Factors Influencing Effective Implementation of Free Secondary Education Project in Kangema District, Murang'a County, Kenya

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**Abstract:-** This study examined the implementation of free primary education resulted in substantial growth in enrollment. Accordingly, the implementation of Free Secondary Education project was bound to create additional challenges. It was informed by the fact that implementation of free primary education could face several challenges as it was a new approach in Kenya. The purpose of this research was to investigate factors influencing effective implementation of FSE project. Literature review focused on what other researchers and authors had pointed out concerning effective implementation of FSE project. The study was conducted using descriptive survey. Questionnaire that targeted 25 secondary school principals was used to collect the data. Findings indicated 100% of principals felt the need for the government should increase the current funding in order to promote FSE project. The findings also revealed that 72% of principals explained the urgent need for hiring more teachers to cope with student enrollment. Depending on the scale of a project, M&E can be an involved process for which you may need support. Good M&E starts during the project design. The researcher recommends that the government should increase the funding of FSE project and employ timely disbursement of funds. In future a comparative research can be done on effective implementation of FSE project in day and boarding schools as well as research on quality of secondary education since implementation of FSE project.

**Keywords:-** Free Secondary Education Project, Implementation, Kenya Education Sector Support Programme, Arid and Semi Arid Areas, Monitoring & Evaluation

### I. INTRODUCTION

Free Secondary Education Project is a government project launched on 2008 to supplement parent's resources and affordability of many students to secondary education. According to Choudhury (1988), effective management of project is vital for the development of any economy because development itself is the effect of a series of successfully managed projects. This makes project management an extremely important problem area for a developing economy. Maylor (2005) adds that having a procedure or a documented set of process for projects provides a highly structured approach. He further argues that many managers have not recognized that they are project managers; despite the statistics from those who study such things that the average manager now spends upwards of 50 percent of their time on project or project related issues. One of the issues currently debated in the field of project management is the use and utilizations of monitoring and evaluation, Rashmi and Agrawal (2009). There is growing recognition that, utilization of monitoring and evaluation contributes to effective project management (Thomas and Tominaga, 2010).

Chandra (2002) argues that projects involving few activities, resources, constraints and interrelationship can be visualized easily by human mind and planned informally. However, when a project crosses a certain threshold level of size and complexity, informal planning has to be substituted by formal planning. Formal planning of Free Secondary Project is therefore needed in order to promote its sustainability. The need for formal planning is indeed much greater for project work than for normal operations. Without effective planning, there may be chaos. In the words of Choudhury, unfortunately, many projects experiences schedule slippages and cost-overruns due to a variety of reasons. To remedy the situation, a project has to be meticulously planned, effectively implemented and professionally managed to achieve the objectives of time, cost and performance. In general, projects are successful when they can convert plans into reality. Effective planning and implementation is crucial for FSE project since it is also eligible to project management challenges.

Ministry of Education is responsible for providing quality education through implementation of government policies at primary level, secondary level and at tertiary colleges. According to Ministry of Education booklet, Secondary Education Strategy (2007-2010), the Ministry vision is to provide quality education for students'

empowerment and further education, with the mission being to provide and manage quality secondary education for the world work and further education. M&E should be an integral part of project design as well as project implementation and completion (UNAIDS, 2002).

An M&E system is built on the key parameters of a project: the overall goal or desired change or effect, the main beneficiaries or audience that the project seeks to benefit, the hypotheses or assumptions that link the project objectives to, specific interventions or activities, the project scope and size, Monitoring and Evaluation Planning, the extent of participation in and capacity for M&E, the project duration, the overall project budget. Each project may have different M&E needs, depending on the operating context, implementing agency capacity, donor requirements, and other factors. The development of a secondary sub-sector strategy is outlined in Kenya Education Sector Support Programme (KESSP) which is a tool for operationalizing the government policies contained in Sessional Paper NO: 1 of 2005 in regard to secondary education in the country. The government goal of achieving 70% transition rate from primary to secondary school level in January 2008 is a challenging task in view of the myriads of obstacles the country is facing including inadequate number of secondary schools.

There were 1.2 million children in Kenya's high schools system in year 2007. This number was expected to have risen by 200,000 in year 2008 with introduction of FSE strategy. According to some estimates from Inter Press Service, at least 4000 new classrooms, the equivalent of 250 schools are needed to accommodate the 1.4 million pupils expected in public secondary schools during 2008. Kenya in 2007 had 4478 public high schools, many of which are in a state of despair and lack essential facilities. According to Ministry of Education booklet: Secondary Education Strategy (2007-2010); the implementation of free primary education resulted in substantial growth in enrollment. Thus, the implementation of Free Secondary Education policy is bound to create additional challenges.

The secondary education project is a plan for the development of secondary education in Kenya for the next five years. Indeed, involvement of stakeholders and utilization of results are pillars of effective monitoring and evaluation in line with social change theory International Federation of Red Cross & Red Crescent Societies, Geneva, (2011). According to Ministry of Education "Secondary Education Project 2007-2010" argues that with successful implementation of the secondary project, it is expected that the transition rate from primary to secondary was to rise to 70% by 2008 and 80% by 2010. The quality and management of secondary education will be improved through in-service training and provision of the required teaching and learning materials. The government as stated in KESSP and Sessional Paper No.1 of 2005, has long term plans of incorporating secondary education as part of basic education as means of achieving the Millennium Development Goals and education for all by 2015 as articulated in the Economic Recovery Project paper. Some of key strategic issues the sector has to address with the limited resources available include access, quality and relevance and efficient management of both material and human resources.

The Kenya Vision (2030), identifies improvement of access to secondary education as a strong vehicle towards reducing illiteracy and sets to build and equip 560 new schools as one of the flagship projects by 2012. A high level of collaboration among all the education stake holders is central towards realization of this goal in the education sub-sector. Expansion of access to secondary education would not be effective unless issues of quality and relevance are addressed at various levels of education. A major project to minimize cost is to ensure more effective utilization of resources by making use of double shift schools, and creating new streams existing schools. In Vision 2030 the overall goal for 2012 is to reduce illiteracy by increasing transition rate from primary to secondary.

The government declared secondary education as part of basic education on 11/02/2008 according to WWW. Google as at 10<sup>th</sup> December 2010. The cost of tuition fee for students attending public secondary schools will be borne by government at a cost of ksh. 3600 per student. In the year 2006 there were 666451 candidates who presented themselves for K.C.P.E but as of January 2007 only 395377 places were available representing 59.3% transition rate. The government targets a transition rate of 70% from primary to secondary in January 2008 and thus a total of 437683 candidates are expected to transit to secondary there will need to create an additional 42306 form one places by January 2008. The above mentioned ambitions by the government through Ministry of Education triggered the researcher to have the quest to know how far they have been realized. Project implementation is a continuous process which requires regular assessment on how well the implementation is in progress. Free secondary education project is not an exception. It requires regular assessment in order to identify emerging challenges and offer solutions to them.

## **II: PROBLEM ANALYSIS**

According to the Ministry of Education booklet: Secondary Education Project (2007-2010); the implementation of free primary education resulted in substantial growth in enrollment. Accordingly, the implementation of Free Secondary Education policy was bound to create additional challenges. For instance, the increase in student numbers creates a rapid demand for more teachers as well as facilities. Inter Press Service views that perhaps before introduction of free secondary school initiative, the whole of the year 2007 should have been used to prepare for the program by building extra classes and hiring teachers – but this was never to be. In the year 2007, the average teacher- pupil ratio stood at 1 is to 45.

However, with larger class enrollment, the teacher's workload is more. But presently, authorities have frozen the recruitment of additional teachers, only employing staff to replace those leaving the 235,000-strong service. There were 1.2 million children in Kenya's high schools system. This number is expected to have risen by 70% in year 2008 and by 80% in year 2010 with introduction of FSE project. According to some estimates from Inter Press Service, at least 4,000 new classrooms, the equivalent of 250 schools were needed to accommodate the 1.4 million pupils expected in public secondary schools during 2008. Kenya in 2007 had 4,478 public high schools, many of which are in a state of despair and lack essential facilities. Under this FSE project, parents still remains responsible for uniforms and feeding. However, to realize substantive fruits in FSE Project, it deems ideal in entrenching M&E activities that keeps tabs on regarding the critical threads of this vital project. According to UNDP (2009), M&E failure falls in design where it's taken as separate entity from project management and implementation particularly sabotage and opposition. FSE project has been in operation for the last six years and so far there has been no documented research carried to access its sustainability on the ground. It is against this background that the researcher takes an in-depth analysis on the factors influencing the effective implementation of FSE project and its sustainability on the ground.

## **III. CONCEPT OF PROJECT AND PROJECT MANAGEMENT IN RELATION TO FSE PROJECT**

Many scholars have attempted to define the term project. Lewis (1988) defines project as: "a one time job that has a definite starting point, definite ending point, clearly defined scope of work, a budget, and is multitask in nature. In respect to the above statement FSE project cannot be divorced from project management principles. FSE project is a multitask job with a definite starting point, definite ending point, a clearly defined scope of work, a budget, and usually a temporally team. Peters (1992) argued that much of the work done in organizations can be thought of as projects. This means that, even though everyone is not called a project manager, the people managing projects are de facto project managers anyway. And, although they may not need the formality of critical path schedules and earned value analysis, they do need some skills in project planning and control. Joseph M. Juran said that a project is a problem scheduled for solution. Choudhury (1988) adds that project starts from scratch with a definite mission; generate activities involving a variety of human and non human resources all directed towards fulfillment of the mission and stops once the mission is fulfilled. Borg and Gall (1996) argues that there should be concerning inconsistency between theory and practice in the area of study.

James (1988), defines project management as facilitation of the planning, scheduling, and controlling of all activities that must be done to meet project objectives. He further emphasized the triple constraints in project management as performance, time and cost. Maylor Harvey (2003), supports Lewis by adding that projects are faced with same challenges such as projects running late, over budget or delivering less than was required of them.

## **IV. HISTORICAL PERSPECTIVE ON PROJECT MANAGEMENT**

In theory, we should be able to learn from how humans have managed projects since the start of civilization. This should be an enlightening area of study, but is one that appears to have yielded little of practical use of project managers today. For one, the constraints are hardly the same as they were. One very successful civilization-the Roman Empire-did not have the same resource constraints that project managers face today. As one historian pointed out if they wanted any more resources to complete their projects, they simply had to go and conquer the region that had those resources and take them. Maybe this is more reminiscent of industrial practice today than we credit. In addition, timescales and expectations were much less. Construction of some of Europe's great churches was accomplished over periods of many decades, or often over hundreds of years. Today, the expectation is that it will be ready tomorrow. In addition, we do have 'survivors' bias' for projects carried out by them-we do not find so much evidence of their failures as of their successes. Reelers (2007) opines that analysis of social change theory in monitoring and evaluation advances conventional wisdom in the world today between policy-makers (and their theorizing) and practitioners which is deeply dysfunctional as demonstrated by the difference between theory and practice. However, critical research provides a framework

that can be used to model successful monitoring and evaluation practice if the benefits development programs are to be reaped.

Recently, the nature of project management has changed. It has ceased to be dominated by the construction industry, where much of the case material under this heading is based, and is now applicable in all organizations. Project management is now an advanced and specialized branch of management in its own right. As a result, the nature of project has to change. It is no longer simply an extension of a technical specialism (e.g. engineering or marketing) but requires a full structure to take a project from strategy to action. In addition, the hard systems approach, which treated the project as a mechanical activity, has been shown to be flawed. Obviously, small and large scale projects were undertaken before 1950s. Individuals managed events and other situations. For example, the pyramids were constructed, wars were fought, and products were developed. However, project management in the way we would understand it today did not exist until the 1950s.

During the 1950s, formal tools and techniques were developed to help manage large, complex projects that were risky. The third stage of project management emphasizes the strategic role of projects. Especially those processes that the project manager must put in place to deliver the end objective of the project and satisfy the needs of all the project customers. In this new approach, project managers become project integrators, responsible for integrating the required resources, knowledge, and processes from the project's beginning to end. This stage has also been greatly influenced by the changes that have occurred in the context in which modern projects operate. In particular the readily available technology has led to the emergence of virtual teams as a means of running projects. Similarly, there has been considerable development of powerful project planning and software and the computer processing power to support it. Both of these have the potential to change the way that we work in projects today.

## **V. PROJECT MANAGEMENT AS A PROFESSION IN RELATION TO FSE PROJECT**

Formal secondary education in Kenya is the second level of the formal education system, and caters for the age group of 14-18 years within the school system. The majority of children in sub-Saharan Africa do not make it to secondary school. Analysis of Gross Enrolment Rate shows that two-thirds of all countries with secondary Gross Enrolment Rate of 40% and below are in Africa (African Population and Health Research Centre (Otieno and K'Oliech, 2007).

The reality of life teaches us that no individual in our society, howsoever gifted he might be, can be complete by himself. We all do and need to supplement each other to survive. This holds true for any system, and in project management we talk of management only through system approach. Choudhury (1988) adds that it would be easy to supplement the inadequacies of a project manager if we are prepared to accept the project manager's basic role as that of a system integrator and accept with humility that what the world needs is that people must work together. That is the discipline or specialization we need for our survival, growth and prosperity. It is the synergy that we need to bank upon, and not the energy of a few supermen for completing our giant project of elevating our standards of living through techno-economic projects. We need education and training in project management, because no country in the world is lucky enough to have such supermen in large numbers.

Provision of education opportunities to all Kenyan children is central to the Government of Kenya poverty eradication and the economic recovery strategies Omosa (2002). To offer the primary student the opportunity to acquire basic education that would enable them exploit their potential to the fullest, the government introduced Free Secondary project in 2008. This was also in pursuit of the Millennium Development Goals and Education For All goals, coupled with the task of delivering the policies set out in the Sessional Paper No. 1 of 2005, on Policy Framework for Education, Training and Research. This states the Ministry of Education, Science and Technology's determination to improve access and equity to Kenyan Financing project in relation to FSE project

Thompson and Strickland (1989) say that organizational units must have resources needed to carry out their part of the strategic plan. This includes having enough of the right kind of people, flow of funds and having enough funds for them to carry out their work. Moreover, each sub unit must program its activities to meet its objectives, establish schedules and deadlines for accomplishments. Budgets specify the costs of planned activities. How well a project implementer ties the organization's budget directly to the needs of project can either promote or impede the process of project. Choudhury (1988) strengthens Thompson's and Strickland words by arguing that for the zero date of the project to become effective, it is essential that funds required for the project are arranged. The fund requirement for a project is to meet the capital expenditure for purchasing

plant and machinery, initial working capital and pre-operative expenses. Though the entire funds is not required on the zero date, nevertheless, suitable arrangement will have to be made in advance so that funds do not pose a constraints for meeting the project targets once the project starts.

According to Chadra (2007), project financing is intertwined with project planning, analysis and selection, the contours of project financing becomes clearer. However, one of the major challenges facing education sector in Kenya is the availability of funds to finance it. The high premium and demand for education by Kenyans is a reflection of their expectations of the returns that can accrue from education. Education consumes 27% of the total government spending. Government currently provides funds to cater for tuition only according to KESSP (2006).

## **VI. PERSONNEL COMPETENCE IN RELATION TO FSE PROJECT**

In monitoring and evaluation, the theory of change proposes monitoring the project implementation rather than measuring the impact of the project which cannot easily be linked with the project's intervention Mahon (2001). Once a project is formulated and cleared by authorities, the project is ready to start but there is need of project manager supported by competent team of personnel. Lewis (1997) argues that project manager should be proactive not reactive. Project manager must be dedicated by owning the project. Maylor (2003) argues that for project to attain quality results there is need for clear job description and identified needs for staff development. The characteristics of the individuals required should be determined to include their experiences, interests, characteristics, availability and competencies. The personnel must operate as a team for the project ability to meet its objectives. This activity should be in line with the needs of the project therefore, and the tools for doing this include team building activities, general management skills enhancement and training, reward and recognition and interestingly, co-location. At secondary school level, the principal is the government project manager while teachers are the key team players. Choudhury (1988) says that in project management, delegation has to take place not only at individual level but also at institutional level. Delegation is considered essential when one has to be at more than one place and doing more than one thing simultaneously. A manager at his individual level can achieve this by entrusting some task to the care of his subordinates. In case of FSE, the principal should delegate in order to enhance his capability in managing FSE project. He should delegate when he is overburdened and cannot handle all the tasks in the required time though he has known how. When the job is so specialized, when someone else can do it better qualitatively and economically and when the intention of delegating is to develop staff. For effectiveness of FSE project to be achieved, teachers should be highly trained in addition to advantage of working experience. Hence team building between principals and teachers is essential.

## **VII. PROJECT TIME TARGET IN RELATION TO FSE PROJECT**

According to Choudhury (1988), planning, scheduling and monitoring are normally talked of in the context of time management of a project. Planning, in that case, refers to what is to be done, how it is to be done and who is to do it. Scheduling refers to when it is to be done and how much is to be done. Monitoring refers to checking how much has been done and what needs to be done. However, it has not become apparent that time is a dependent sub-system. Therefore, even time management cannot be effective without considering the other sub-systems. Besides, effective project management calls for management of all sub-systems in an integrated way. Planning, scheduling and monitoring, therefore, must involve all the sub- systems simultaneously.

Planning should include building up a forecasting model using information analogue of the project work system. The decision could be made with the information available at the time of building the model and some assumption of reality; but later feedback information from real life would replace some of the assumptions. The real life data would then be used to update the model and make further forecast and decisions. The purpose of planning would be achieved if the project work system is clearly conceived and everybody can be made to agree on the actions to be taken.

The government in its plan on FSE project targeted to increase enrollment to 80% by 2010, targeted to have build 560 new secondary schools by 2015, targeted to introduce double shift systems and expand the existing streams. Scheduling enables to get commitment, communicate the commitment to all concerned and ensure coordination through self regulating first effort. Monitoring, naturally, would then limit itself to looking for signals to decide if any intervention is required.

### **2.7 Project leadership in relation to FSE project**

Management has a positive role to play in the achievement of Free Secondary Education project goals. According to Choudhury (1988), Leadership rotates around regular attendance of refresher courses by the principal, experience at a capacity as a principal, motivating the individuals in the team, the organization structure and the elusive notion of culture. This in turn determines the style of leadership that the manager will

adopt. That is “test of management effectiveness” should the factors that the project manager uses prove to have been used effectively, then there will be a positive influence on the outcome. Drucker (1955) commented that the manager is the dynamic, life giving element in every business. Without principal’s leadership in FSE, the resources of production remain resources and never become production. In a competitive economy above all, the quality and performance of the managers determine the success of the business, indeed they determine its survival. For the quality and performance of its managers is the only effective advantage an enterprise in a competitive economy can have. Thompson and Strickland further claims that leadership involves getting things done by coaching others to do them. A project manager has many leadership roles to play such as, crisis solver, resource allocator, motivator, policy maker and so on. Sometimes it is useful for him to be authoritarian, at other times being perceptive listener and a compromising decision maker and at times a participative approach is called for.

### **Note on Methodology**

This study adopted descriptive survey design as proposed by Kombo and Tromp (2006) and Nachmias and Nachmias (1996). Orodho (2003) explains descriptive survey as a method of collecting information by administering a questionnaire to a sample of individuals. Kerlinger (1969), points out that descriptive studies are not only restricted to fact findings, but may often result in the formulation of important principles of knowledge and solutions to significant problems. Indeed, in descriptive survey multiple methods can be used to collect data as it provides the qualitative and quantitative aspect of the study (Fraenkel & Wallen, 2003). The mixed mode of research design both predetermined and emerging methods provide opportunities for open-and closed-ended questions and multiple forms of data drawing on all possibilities of statistical and textual analysis( Cresswell, 2003). The strength of each approach may be used to overcome their respective weaknesses. The survey method was chosen because the information provided would answer the research question posed. The school set-up was accessible to the researcher and was used to generate information to answer research questions. This design enabled the study of population (principals) to be able to make inferences on challenges facing implementation of F.S.E strategy. The target populations for this study were all principals in 25 government secondary schools in Kangema district. The researcher conducted a census survey of the target population. The study targeted public schools because they are direct beneficiaries of the F.S.E project. According to Kombo and Tromp (2006) an effective population should have ideas on the topic investigated. The principals adequately tackled the questions the research was addressing. This population was accessible to the researcher and had adequate knowledge on the topic being investigated.

Mugenda and Mugenda (2003) explain population as entire group of individuals, events or objectives having a common observable characteristic. Yin (1990) states that in population of about 30 or less, it is possible to leave out one or two cases, which will not make a lot of differences in resources. Hence all the 25 principals in public secondary schools were involved in this study.

Data analysis consists of examining, categorizing, tabulating or otherwise recombining the evidence to address the initial propositions of the study Yin (1994). Data collected was analyzed using descriptive statistic. Quantitative data was analyzed using mean and tables. Qualitative data was analyzed based on content analysis. Data was analyzed with the help of electronic spreadsheet-SPSS program- which has analysis tools. The collected data was presented using statistical techniques which include frequency distribution tables and graphical techniques include bar graph.

## **VIII RESULTS AND DISCUSSIONS**

On government financing, the research has shown that the ksh. 3600 allocated per term per student is inadequate. This was captured by all principals on pertinent financial issues. 100% of principals felt that additional top up to the current allocation would add more value to FSE project. On rate of flow of funds released by government, 88% of principals were satisfied with the current rate of flow of funds. On regard to allocation of funds to various vote heads, 80% of principals were contented with the way FSE funds are allocated to various vote heads. In case of timely release of funds, 48% of principals felt that the government does not release the funds on time. They felt that the government should release the funds before or exactly at the beginning of the term. In matters relating to disciplinary measures for mismanagement of funds, 80% of principals confirmed that there are clearly laid down disciplinary measures in case of mismanagement of funds.

### **Personnel Competence**

Regarding personnel competence the analysis found the following: 84% of principals agreed that the level of training of personnel influences effective implementation of FSE project. 76% of principals agreed that the years of staff working experience promotes effective implementation of FSE project. Regarding rate of education advancement, 72% of principals agreed that there is high rate of staff who are advancing their studies and this promotes effective implementation of FSE project. On rate of involvement in co-curricular activities,

76% of principals agreed that co- curricular activities advances implementation of FSE project. And regarding regular staff appraisal, 80% of principals agreed that the annual staff appraisals influences effective implementation of FSE project.

#### **Time target**

Regarding time target, 72% of principals agreed that there are new numbers of new operational public schools on ground which has promoted effective implementation of FSE project. 68% of principals disagreed with the plan of introducing double shift operations in schools. Majority of principals felt that double shift system will collapse FSE project. 48% of principals further disagreed with presence of additional classrooms since 2008. And on rate of government provision for the needed staff, 72% of principals agreed it will promote effective implementation of FSE project.

#### **Principals' leadership**

On principals' leadership, 96% of principals agreed that refresher courses they attend have promoted effective implementation of FSE project. 72% of principals agreed that their years of experience influences effective implementation of FSE project. 96% of principals agreed that if government consults them on policy making it will greatly promote effective implementation of FSE project. 92% of principals agreed that the ongoing principals networking forum influences effective implementation of FSE project. And 100% of principals agreed that support from DEO office has been of great influence on effective implementation of FSE project.

### **IX DISCUSSIONS**

From the findings it is noted that most of the schools are experiencing inadequacy in funding. They face shortage of teaching staffs and the anticipated time targeted projects are not fully achieved. Though the schools have adequate leadership skills and support needed.

#### **Government financing**

In all 100% of principals felt that additional top up to the current allocation would add more value to FSE project. The findings on government funding concurs with the argument of Thompson & Strickland (1989) who says that organizational unit must have resources needed to carry out their part of the strategic plan which include flow of funds and having enough funds to carry out their work. In addition, Chadra (2007) advances that project financing are intertwined with project planning, analysis and selection such that the contours of project financing become clearer.

#### **Personnel competence**

Most importantly, 84% of principals agreed that the level of training of personnel influences effective implementation of FSE project. However, 76% of principals agreed that the years of staff working experience promotes effective implementation of FSE project. This concurs with the ideas of Maylor (2003) who argues that for a project to attain quality results there is need for clear job description and identified needs for staff development. The characteristics of the individual required should be determined to include their experiences, interests, characteristics' availability and competencies. Change processes within developing countries themselves, including processes of decentralization; commercialization and privatization add to the push towards results-based management, increasing the need for M&E at all levels Mbatha (2009). Even if governments diminish their roles in providing public goods and services, they still need to monitor and evaluate the impact of their policies ministries.

The personnel must operate as a team for the project ability to meet its objectives. This activity should be in line with the needs of the project therefore, and the tools for doing this include team building activities, general management skills enhancement and training, reward and recognition.

#### **Time target**

Cumulatively, 72% of principals agreed that there are new numbers of new operational public schools on ground which has promoted effective implementation of FSE project. As envisaged by government blue print of vision 2030, the government has made some few steps in achieving its proposed targets based on time. The evaluators play a role primarily as a facilitator or orchestrator in the negotiation process with stakeholders, who participate in the design, implementation of the evaluation as full partners Guba and Lincoln (1989). It is therefore clear that new ways of thinking about and practicing monitoring and evaluation have gradually evolved to move the project with the timelines.

The government in its plan on FSE project targeted to increase enrollment to 80% by 2010, targeted to have built 560 new secondary schools country wide by 2015, targeted to introduce double shift systems and expand the existing streams.

### **Principals' leadership**

The "Great Man" theory is most commonly identified as the original leadership theory and held sway up to the mid-20th century Cawthon (1996). The core fundamental idea in this theory is that leaders are born not made Callan (2003). Though left a little on the sidelines today, it is still one of the theories that most captures our imagination of leadership.

In a nutshell 96% of principals agreed that refresher courses they attend have promoted effective implementation of FSE project. In all 72% of principals agreed that their years of experience influences effective implementation of FSE project. This analysis concurs with the views of Choudhury (1988). Leadership rotates around regular attendance of refresher courses by the principal, experience at a capacity as a principal, motivating the individuals in the team, the organization structure and the elusive notion of culture. This in turn determines the style of leadership that the manager will adopt. That is "test of management effectiveness" should the factors that the project manager uses prove to have been used effectively, then there will be a positive influence on the outcome. Drucker (1955) commented that the manager is the dynamic, life giving element in every business. Without principal's leadership in FSE, the resources of production remain resources and never become production. Thompson and Strickland (1989) further claims that Leadership involves getting things done by coaching others to-do them. A project manager has many leadership roles to play such as, crisis solver, resource allocator, motivator, policy maker and so on. Sometimes it is useful for him to be authoritarian, at other times being perceptive listener and a compromising decision maker and at times a participative approach is called for.

## **X CONCLUSIONS**

M&E is a support activity intended to enhance the work of those involved in project management and implementation. M&E must never become so burdensome that it slows down implementation. If this is the case, revisit the M&E system set up during detailed implementation planning, and always ask if too much information is being collected or if enough time, staff, and financial resources have been allocated to collect the important data.

Effective implementation of FSE project is a complex issue that is influenced by several factors. From the literature and the findings, the policy of FSE project would lead to equal educational opportunities and increase the rate of enrollment. FSE project have been successful to great extent but not without various challenges which needs to be urgently addressed in order to sustain this success. The government funding is not adequate and there is need to increase this funding. In addition, there are challenges of shortage of teachers, need to consult principals on policy making matters and rethinking the government plan of introducing double shift system which principals argued could easily collapse the entire FSE project. In conclusion, Schools should diversify their sources of income and avoid over relying on government funding. Parents must play their roles in fulfilling their obligations in schools.

## **XI RECOMMENDATIONS**

It is prudent to embrace M&E system in the entire project to avoid erstwhile time slippages and cost overruns. The government should increase the funding of FSE project and employ timely disbursement of funds. The largest amount of funds should be released in the first term when the schools are planning their activities for the whole year. The government through Teachers Service Commission should employ more teachers to cope with increase in student enrollment. Stakeholders should conduct civic education on the role of parents in the FSE project to ensure that they play their roles effectively. The Ministry of Education should encourage schools to come up with income generating projects in order to meet financial vote heads not covered by government.

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