

# Performance Contracts and Service Delivery: What Is The Level of Preparedness of School Managers in Management of Secondary Schools in Makueni County, Kenya?

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## Abstract

The thrust of this study was to determine the level of preparedness of school Board of Management in enforcing compliance to performance contracts in public secondary schools in Makueni County, Kenya. The objectives which guided the study were; knowledge of board members on management issues, how signing performance contract will affect service delivery in public secondary schools and establishing the relationship between performance contracting and management. The study employed the Taylor's scientific classical management theory which advocates for job specialization and training employees for a single task. A descriptive survey design was adopted. The target population in this study consisted of 250 principals and 3250 BOG members from the 250 Schools in Makueni County. Both purposive and simple random sampling techniques were used to select 36 secondary schools as the sampling units. From each of the sampled schools, on principal and 6 members of BOM were selected to yield a total sample size of 252 comprising 36 principals and 216 BOM members. The instruments used for the study were questionnaire for principals and an interview schedule for members of the BOM. The key findings were that many principals and members of the BOM lacked training in management and that although signing performance contract could improve service delivery, most school managers lacked appropriate skills in enforcing implementation of signing the contracts in public secondary schools in study locale. Many conflicts in public schools were as a result of poor financial management. It is recommended that: more funds to be allocated to train school managers, integrate information technology to financial management, follow ups the recommendations made from inspections reports are implemented and the ministry of education to give limit to the number of years one should lead an institution.[295 words].

**Key Words:** Performance contracts, school managers, Preparedness, Public secondary schools, Makueni County, Kenya.

## Introduction

### Background of the study

There is a growing body of literature interrogating the concept of performance contracts and its efficacy in enhancing service delivery if well enforced( Bologun,2003; CAPAM,2005; Economic Commission for Africa,2009; Farnham & Horton,1993; Lane,1987; Republic of Kenya,2007, 2012a,2012b, 2013) .The concept of performance contract is not very new but is perceived as a freely negotiated performance agreement between government, acting as the owner of a public agency and the management of the agency ( Republic of Kenya,2007). Performance contract is a written agreement between government and a state agency delivering services to the public, wherein quantifiable targets are explicitly specified for a period of one financial year (July to June) and performance measured against agreed targets. The government of Kenya guide-book on performance contracting defines it as a 'management tool for measuring performance against negotiated performance targets'. It further states that a performance contract is a freely negotiated performance agreement between the government, acting as the owner of the agency and, the management of the agency. The Performance Contract specifies the mutual performance obligations, intentions and responsibilities between the two parties Republic of Kenya, 2007).

Education and training in Kenya presently has its legal basis in the Education Act of 1968and other related Acts of Parliament, including the TSC Act, the KNEC Act, the Adult Education Act, and various Acts and Charters for universities. However, the Education Act of 1968, and related Acts are not harmonized, and are no longer adequately responsive to the emerging environment created by the Constitution (2010) or to Kenya Vision 2030 (Republic of Kenya, 2012b). According to the Government of Kenya 2007), a performance contract is a

management tool for measuring negotiated performance targets. It organizes and defines tasks so that management could perform them systematically, purposefully and with reasonable probability of achievement. These also assist in developing points of view, concepts and approaches to determine what should be done and how to go about doing it.

The contract specifies the mutual performance obligations, intentions and responsibilities between the two parties. The objectives of introducing the performance contracts were to improve service delivery to the public by ensuring that top-level managers were accountable for results; improve efficiency levels and ensure that public resources were focused on attainment of the key national policy priorities of the government; and institutionalize performance oriented culture in the public service; measure and evaluate performance among others.

The Education Act, 1968 defines a manager as any person or body of persons responsible for the management and conduct of a school, and includes a Board. The Act, read together with the Teachers Service Commission Act, Cap. 212, confers extensive powers on the Minister of Education over the management and regulation of education in Kenya (Republic of Kenya, 1968). Tertiary institutions and public secondary schools are administered by Boards of Governors appointed by the Minister whereas Primary schools are managed by School Committees appointed by local authorities. According to the Republic of Kenya (2013:222), the New Education Act 2013 defines a school manager as:

A person who has been appointed by the Cabinet Secretary in consultation with the proprietor through regulations to coordinate and oversee implementation of education policies and guidelines in non-public basic education institutions and performs delegated teacher management functions.

The Boards of Management and committees are responsible for the hire and remuneration of support and subordinate staff in public schools. The boards also act as the custodians and trustees of the movable and immovable property of their respective schools. The principals of these institutions serve as the secretaries and executive officers to the boards of governors or school committees as the case may be. The Ministry of Education continues to employ archaic techniques in the administration of education institutions. The tools for the management and evaluation of public education institutions have remained static for a long time despite the rapid technological, socio-cultural and economic changes in the country.

The Education Act is also inexplicably lenient on imprudent school boards where suspension and forced resignation are the only penalties the minister can impose on an errant board. School boards composed of members who do not possess managerial skills; expertise and experience are a major source of discontent among students and parents. Parents typically oppose a school administration if they perceive it to be incompetent, opaque or unaccountable. According to the new Education Act 2013, unless the appointment of the chairperson or a member of the Board of Management is earlier terminated under this Act, a person appointed as chairperson or as a member shall hold office for a term of three years from the date of appointment and shall be eligible for reappointment for one further term of a period not exceeding three years. The foregoing indicates that the education Act has given BoM the power to carry out management activities in all public secondary schools. It is against this backdrop that this study found impetus to venture into analysing the role and efficacy of performance contract in secondary school management in Makueni County.

### **The State of Art Review**

Lane (1987) defines a contract as a binding agreement between two or more parties for performing, or refraining from performing some specified act(s) in exchange for lawful consideration. On the other hand, The American Heritage Dictionary (2009) defines performance as the results of activities of an organization or investment over a given period of time. Performance contracting as part of strategic management is, therefore, defined as a binding agreement between two or more parties for performing, or refrains from performing some specified act (s) over a specified period of time. It is a branch of management control systems which provide information that is intended for managers in performing their jobs and to assist organizations in developing and maintaining viable patterns of behaviour (CAPAM, 2005).

It is therefore a management tool for ensuring accountability for results by public officials, because it measures the extent to which the public officials achieve targeted results. In pursuit of the goal of performance improvement within the public sector, New Public Management (NPM) emphasizes on the adoption of private sector practices in public institutions (Balogun, 2003). NPM models have therefore been invariably seen through

the public service reform initiatives in many developing countries as the solution to reversing falling service delivery. In quest of this same goal, Kenya introduced performance contracting not only improve service delivery but also to refocus the mind set of public service away from a culture of inward looking towards a culture of business as focused on customer and results. The push factor for introduction of performance contracting in Kenya underlies the assumption that institution of performance measurements, clarification of corporate objectives, customer orientation and an increased focus towards incremental productivity and cost reduction can lead to improvements in service delivery (Republic of Kenya, 2003).

NPM concept incorporates the application of private sector management systems and managerial techniques into public services (Farnham & Horton, 1993) together with a reassessment of which services should be returned to private or non-government sectors (Minogue, 1998). NPM shifts the emphasis from traditional public administration to public management and entrepreneurship, pushing the state towards performance management (Economic Commission for Africa, 2003). The main thrust in the NPM reform wave is that more market orientation in the public sector will lead to greater cost-efficiency for governments, without having negative side effects on other objectives and considerations. As part of performance management, performance contracting is a central element of new public management, which is a global movement reflecting liberation management and market-driven management.

### **Performance contracting in Kenya**

In the Kenyan context a performance contract is a written agreement between government and a state agency (local authority, state corporation, an individual or central government ministry) delivering services to the public, wherein quantifiable targets are explicitly specified for a period of one financial year (July to June) and performance measured against agreed targets (Republic of Kenya, 2007). The performance contracting practice hence mirrors very closely the OECD definition 'as a range of management instruments used to define responsibilities and expectations between parties to achieve mutually agreed results'. The government of Kenya guide-book on performance contracting defines it as a 'management tool for measuring performance against negotiated performance targets. It further states that a performance contract is a freely negotiated performance agreement between the government, acting as the owner of the agency and, the management of the agency. The Performance Contract specifies the mutual performance obligations, intentions and responsibilities between two parties. The relationship in the negotiation of the contract is therefore what Elmore (2007) terms as an exchange involving reciprocity.

According to Republic of Kenya (2007), a performance contract is a management tool for measuring negotiated performance targets. It is a freely negotiated performance agreement between the government, acting as the owner of public agency on one hand, and the management of the agency on the other hand. Similarly, it also addresses economic/social and other tasks to be discharged for economic or other gain. It organizes and defines tasks so that management could perform them systematically, purposefully and with reasonable probability of achievement. These also assist in developing points of view, concepts and approaches to determine what should be done and how to go about doing it. The expected outcome of the introduction of the performance contracts includes improved service delivery, improved efficiency in resource utilization, institutionalization of a performance-oriented culture in the public service, measurement and evaluation of performance, linking rewards and sanctions to measurable performance, retention or elimination of reliance of public agencies on exchequer funding, instilling accountability for results at all levels and enhancing performance. In the Economic Recovery

Strategy for Wealth and Employment Creation (ERS) of 2003-07, the government of Kenya outlined its commitment towards the improvement of the general performance in ministries and state owned corporations through the introduction of performance contracts. It is within this context that the Kenyan government introduced performance contract as a management tool for measuring performance against negotiated performance targets (Republic of Kenya, 2003). The contract specifies the mutual performance obligations, intentions and responsibilities between two parties. The objectives of introducing the performance contracts were to improve service delivery to the public by ensuring that top-level managers were accountable for results; improve efficiency levels and ensure that public resources were focused on attainment of the key national policy priorities of the government; and institutionalize performance oriented culture in the public service; measure and evaluate performance among others.

### **Secondary school management and administration in Kenya**

The Education Act, 1968 defines a manager as any person or body of persons responsible for the management and conduct of a school, and includes a Board. The Act, read together with the Teachers Service Commission Act, Cap. 212, confers extensive powers on the Minister of Education over the management and regulation of

education in Kenya. The two acts give the minister extensive latitude to delegate his powers to local authorities, District Education Boards or Boards of Governors. Tertiary institutions and public secondary schools are administered by BOMs appointed by the Cabinet Secretary of Education whereas Primary schools are managed by School Committees appointed by local authorities.

The BOMs and committees are responsible for the hire and remuneration of support and subordinate staff in public schools. The boards also act as the custodians and trustees of the movable and immovable property of their respective schools. The principals and headmasters of these institutions serve as the secretaries and executive officers to the boards of governors or school committees as the case may be. The Public Procurement and Disposal Act, 2005 has granted teachers the power to control the tendering and procurement process in public schools. The Teachers Service Commission Act allows the Teachers Service Commission to delegate its powers relating to the hiring, control and discipline of teachers to Boards of Governors inter alia. The disbursement and utilization of government funds under the Free Primary Education (FPE) and Free Secondary Education (FSE) programs is subject to the provisions of the Government Financial Management Act, 2004. The boards of governors are mandated by the Education Act to audit and regulate expenditure by the administration to ensure that all the income received by the school is applied for the promotion of the objects of the school. These statutes presume that members of the Boards of Governors and teachers are knowledgeable in Law, Human Resources Management, Supply Chain Management,

Management organs such as Boards of Governors are constituted so as to include representatives of the communities served by the school, persons representing any voluntary body which was the founder of the school or its successor, and any other persons or representatives of bodies or organizations that, in the opinion of the Minister, should be included. There are no set criteria enumerating the skills a person should possess to qualify for appointment into a board. Service in School Boards is not remunerated and consequently most professionals opt to stay away from it. The result is that most public schools are managed by old and unenergetic retirees, semi-literate business people or other semi-skilled non-professionals. This has created a managerial gap in most public schools in rural Kenya. The old managers cannot cope up with the rapid social, technological, economic and cultural changes in our country. The managers are more often than not erudite in elementary law and cannot readily grasp the provisions of the Education Act or the basic concepts in management of public finance, human resource management and organizational management.

The Education Act is also inexplicably lenient on imprudent school boards. Suspension and forced resignation are the only penalties the minister can impose on an errant board. School boards composed of members who do not possess managerial skills; expertise and experience are a major source of discontent among students and parents. Parents typically oppose a school administration if they perceive it to be incompetent, opaque or unaccountable. Students on the other hand engage in insidious conduct to protest against such managers ( Republic of Kenya,2013).

Initially it was possible to “cover-up” such managerial ineptitudes through authoritarian leadership. Before the enactment of the Children’s Act, 2001, school heads would use actual or threats of corporal punishment to forestall complaints from students. This explains why the protests have become more pronounced and dangerous since the use of corporal punishment in schools was abolished and replaced with guidance and counselling. Apart from appointing representatives to the board, religious organizations which sponsored or founded most public schools in Kenya, play a peripheral role in managing the schools. They should get more involved since they can play a complimentary role in guiding and counselling adolescent students. Religious leaders exercise both temporal and spiritual authority and can exert moral pressure on delinquent students to infuse behavioural change.

### **The impact of performance contracting**

The principle of performance contracting provides an original combination of increased operational autonomy in the field of service delivery and a better strategic control by the organization. But what are the effects of such an increase of the operational autonomy on the internal management of the organization and its external relations? Performance contracting has a direct bearing on the productivity of the organization. This effect can be examined from four fronts: Human Resource Management, Financial Management and Cost Consciousness, Internal Organization and External Relations (Bouckaert, et al., 1999).

The new personnel statutes have improved the performance of human resources management and increased the flexibility of allocating the right person to the right job. The renewal of the mandate of members of the supervisory board and the management board being dependent on performance evaluation is a major change and

may act as an important incentive. It is also expected that outstanding performance is rewarded through promotion, pay-increase or recognition. Although various performance contracts do not clearly spell out the pejorative measures taken against mediocre performance, it is assumed that the punishments are clear. With the creation of affiliated companies with widespread contractual employment, there are increasing concerns about the legal position of the personnel and about the growing fragmentation of employment regimes. This may affect mobility between the different business units (Republic of Kenya, 2005).

Lings (2004) emphasized the importance of human resource management when he pointed out that many researchers and employers neglect one important focus, the demand of internal employees, especially those who directly get in touch with customers. Because the attitude and behaviour of employees interacting with customers would influence the feeling and behaviour of the customers when they get the service, it is quite important for managers to efficiently define and manage the way their employees provide the service in order to make sure that their attitude and behaviour are good for providing the service. In his study, Lings argued that, if properly executed performance contracting has a significant positive effect on staff commitment and satisfaction. The study through the evidence-based research results found that the company applying internal market orientation strategy viewpoint could benefit to promote the organization internal and external performance. Hence it could benefit the service industries to establish perfect human resources management strategy with marketing viewpoint, and maintain the value goals of continuous survival, high growth and high profit in practice. On the other hand, Slater (1999) reiterated that performance contracting if well executed may increase real speed in decision making and builds self-confidence in employees.

Nahavandi (2006) points out that outstanding performance should be rewarded through promotion, pay-increase or recognition which should be negotiated on signing the performance contract. He further speculates that those who adhere and fit the organizational culture and structure, as well as meet individual goals and objectives are much more likely to be promoted to top leadership positions – as opposed to those who do not. This process could be true for almost any situation; those who naturally fit well into an organization's mission and culture are more apt to be selected and rewarded in some fashion.

### **Internal Organization management**

Moy (2005) in his final report to the Office of Financial Management in Washington D.C summarized the results of their literature and state survey on the best practices and trends in performance contracting in a number of state and local agencies in Washington D.C. indicates that the use of performance contracts and the accompanying increase of operational autonomy had induced some developments in the internal structures of the agencies under study. A number of questions were sent to each of the seven selected agencies and the responses were quite interesting. Three of the four states changed to performance based contracting to achieve better results.

### **Improved External Relations**

With respect to changes in customer relations, new interfaces and instruments are installed, resulting in increased client-orientedness. Performance contracting has been instrumental in helping state corporations and government ministries to introduce instruments to monitor client satisfaction. Examples of such instruments are the client help desks in all government ministries, accessible complaint channelling via the internet and other avenues, and annual reporting of performance and challenges to the public (Bouckaert, Verhoest & De Corte, 1999). Performance based contracting has received mixed reactions as many people would like to know the performance implications of altering team composition, especially in the top management team. Changes in top management teams are becoming more and more frequent due to poor organizational performance, mergers and acquisitions, and strategic reorientations (Leonard, 2001). This trend, in a way, reflects a desire to influence the performance of the firm by means of altering the composition of the top management team.

According to upper echelon theory, this might be a feasible strategy since research has demonstrated a link between attributes of top management team members and firm performance (Hambrick & Mason, 1984). Specifically, upper echelon theory argues that individual attributes influence the preferences and attitudes of top team members, as well as the resulting team dynamics. In turn, these affect the strategic choices managers make, and therefore, organizational outcomes (Finkelstein & Hambrick, 1996).

This argument supports the importance of performance contracting in the sense that whenever there are changes at the top level, the incoming chief executive continues to work on the set performance targets. With respect to changes in customer relations, new interfaces and instruments are installed, resulting in increased client-orientedness. Most state corporations and government ministries in Kenya, for instance, now have functional

customer care and public relations offices. These offices have acted as valuable instruments for introducing a client focus. However, the functioning of these offices is hampered, in some cases, by the insufficiency of financial and human resources (Akaranga, 2008). In order to increase the reliability and validity of performance measurements, various approaches are recommended such as multiple raters, combination of objective and subjective criteria, and so on. For instance, Bobko and Collela (1999) suggest that performance standards are external to the individual and for evaluative purpose and that it is different from individual goals as a person's internal aim. They proposed the importance of the employee reaction and acceptance of performance standards.

### **Statement of the problem**

Secondary schools in Kenya are governed by a board of management. The education Act gave BoM the power to carry out management activities in all public secondary schools. However, inadequate capacity of BoM in financial and human resource management has brought conflict with other stake holders in Makueni County hence the study aims at analysing the role and efficacy of performance contract in secondary school management in Makueni County.

### **Purpose and Objectives of the study**

The purpose of the study was to find out if signing performance contract will affect service delivery in public secondary schools management in Makueni County, Kenya. The study was based on the following objectives.

- (i) To ascertain the level of competency of BoM members on management issues
- (ii) To find out the efficacy of performance contract in conflict resolution between BoM and stake holders
- (iii) To establish if signing performance contracts will affect service delivery in public schools

### **1.10 Theoretical frame work**

The theoretical framework underlying this study is based on Taylor's scientific classical management theory. The classical theory was devised to increase productivity and efficiency. It advocated for training employees in a single task, creating work performance records and competence records. This theory is directly related to the research in the sense that for an institution to achieve its goals the management plays an important role. The management is entrusted with such roles as financial management, human resource management among others. It requires high level of competence and transparency for one to execute such duties. This calls for appointing members of high integrity, job specialization and members who are competent in their area of specialization. Also the main concept of performance contract is ensuring that the desired results are achieved and improve efficiency. The theory ignores the element of motivation hence very important to the study since these members are not enumerated but only given some allowances. Some elements of the behavioural management theory were used in the study. Some elements like human relations which are the main characteristic of the Mayo's theory were used.

## **Research Methodology**

### **Research Design**

The study employed an exploratory approach using a descriptive survey design to find out the impact of performance contracts in secondary school management. Descriptive survey designs are used in preliminary and exploratory studies (Creswell, 2009) to allow researchers to gather information, summarise, present and interpret for the purpose of clarification (Orodho, 2009a). According to Borg and Gall (1985:5) descriptive survey research is intended to produce statistical information about aspects of education that interest policy makers and educators. According to Orodho (2012) the survey design covers a large field extensively because it involves a question thrown to many people, therefore providing a compressive analytical evidence to inform. The researcher also made use of interview schedule to collect data. This was considered appropriate to the BoM members as they had different literacy levels. Their opinion on performance contract was easily obtained through face-to face interview. The study was conducted in public secondary schools in Makueni County. This was because of increase in the number of cases of poor management reported by stake holders to county director of education in the county.

### **Target population and Sampling**

The target population for this study consisted of 250 principals of all public secondary schools in Makueni County and all the 3259 BoM members of 250 secondary schools in Makueni County. From the 250 schools, 36 secondary schools were selected using stratified sampling technique to capture all school types in terms of single sex schools, boarding and day as well as boys and girls schools in equal proportions. Purposive sampling was used to select six members of the Board of Management from each sampled school. The entire sampling matrix comprised of 36 principals, 216 BOM members, yielding a total sample size of 252 subjects for the study.

## Research instruments and Data Collection

An interview guide was used in this study to collect information about BoM members' knowledge of performance contracts, their attitude towards performance contracts and if signing performance contracts has an impact on human resource management, financial resource management, internal and external relations. A questionnaire was used for the school heads as they were able to read and interpret the questions. Piloting was done on 2 head teachers. The validity of the instrument was improved through expert judgment. As such, the content validity was ascertained by supervisors, lecturers and colleagues. To establish the reliability of the research instrument, the test retest method was used. The respondents were issued with questionnaires to fill and the same questionnaires were subjected to a retest to see how the responses were. The reliability co-efficient, which happened to be .865 as computed using test –retest method was found adequately reliable for data collection (Orodho, 2012).

Permission to collect data was collected from the National Commission for Science Technology and Innovations (NACOSTI). Permission was also sought from the Makueni County Educational Office (CEO) to visit the sampled schools. The researcher hand delivered the questionnaires to the sampled principals and collected the filled questionnaires three days after issuing which was adequate time for the questionnaires to be filled in. The research was also conducted on a face to face interview to the sampled BOM members and their views were recorded.

## Data Analysis

After all the data had been collected, data cleaning followed for the purpose of identifying any incomplete, inaccurate or irrelevant data for the purpose of improving on quality through correction of detected errors and omission. Coding of the data thereafter followed and the codes were entered into a computer for the purpose of analysis (Orodho, 2009b). Qualitative data was analyzed thematically and correlating data were tallied together to come up with frequency counts (Books, 2013; Orodho, 2012). Percentages were calculated based on total number of responses. Quantitative data was analyzed using descriptive statistics including percentages, mode, pie charts and frequency counts.

## Results and Discussion

### Level of Competence of members of BOM

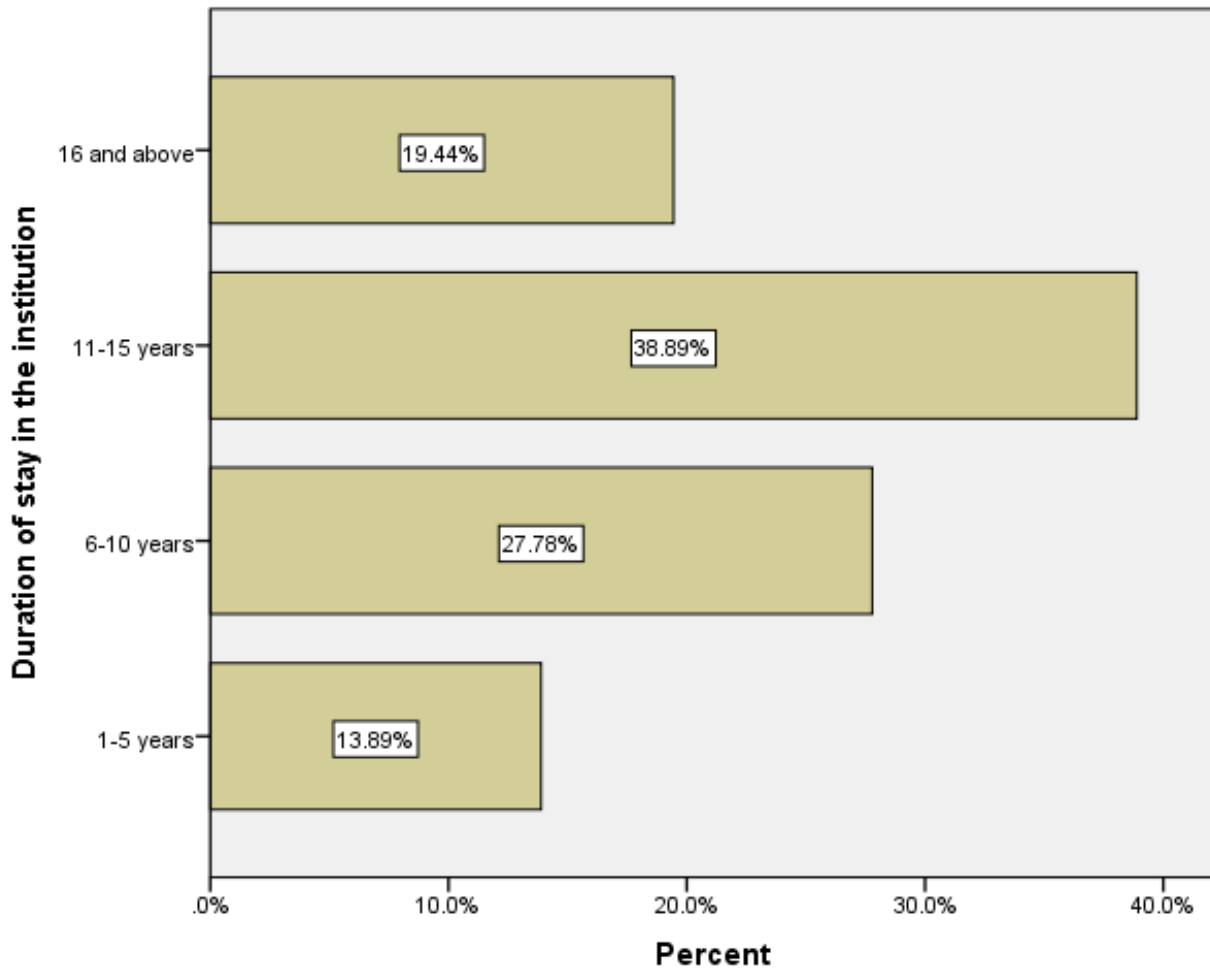
The level of competence was gauged by the initiatives which the principals and some key members of the Board of Management had aspired to acquire higher academic qualifications beyond a Bachelor's degree in the case of principals. The levels of training in management courses at the Kenya Educational Staff Management (KEMI) as well as duration of stay in same institution were investigated. The qualitative data through in-depth interviews and questionnaires indicated that over two thirds of the principals had not taken the advantage of school based programmes in most public universities to advance their academic qualifications beyond a Bachelor's degree. This indicates that, despite the many opportunities, programmes and increased number of higher learning institutions many principals have not taken the initiative to further their studies. This may have impacted negatively on management standards and resulted to poor performance by students. The management style may not be capable of adequately handling emerging management challenges/issues. The lack of aspiration for higher qualification may have arisen because the principals may feel that attaining the rank of principal may be the highest achievement.

With regard to management training at KEMI, majority of the sampled principals had trained in management through short term courses. It was noted that nearly two thirds of the principals had taken these courses out of their own initiatives. This implies that the government has not taken any initiative to train the principals in management and this can affect their service delivery. Most of the principals have taken the initiative to pursue management courses for better pay rather than enhance their management skills.

Figure 1 indicates that majority of the members of the Board of Management had been in their current institution for over 10years. The information portrayed in the figure indicates that over one third of the sampled managers had been in their respective institutions for between 11 and 15 years.

This implies that, there is either low transfer rate in Makueni County or most school managers resist transfers. At the same time it may imply that there is some collusion between these principals and the education officers in the county. These may lead to an institution performing in the same way for a long time.

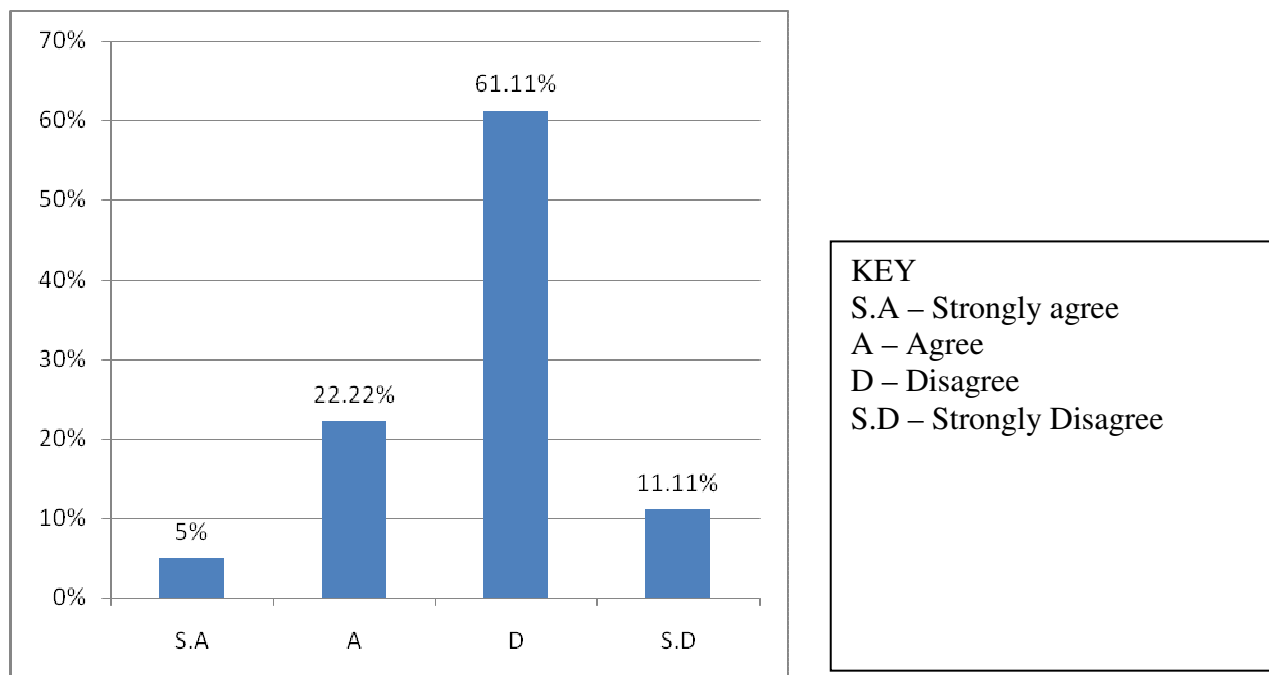
Figure 1: Duration taken by School managers in their current institutions



All the institutions according to the respondents had management committee. Three quarters of the of these committees meet at least once a term as is stipulated by the Education Act , whereas only one quarter indicated that they met on a monthly basis. Frequent meetings would facilitate better management in schools. The government should consider changing the policy to monthly meetings.

An investigation into how records are kept revealed that in over 80 per cent of the schools visited, management records were poorly kept. This seems to be a failure of the department of quality standards and assurance of the ministry of education which is charged with inspection of school records. It is arguable that the government has failed to implement the educational management information systems in rural schools. With regards to the knowledge of management issues by the deputy principals, figure 2 illustrates the responses of the principals.





**Figure 2: Principals on if their deputies' knowledge on management issues.**

From information contained in Figure 2, it is noted that majority deputy Principals, constituting nearly two thirds did not have knowledge on management issues. This implies that many principals did not involve their deputies in management which may lead to lack of transparency leading to poor management. It is important for school managers to embrace the concept of delegation of duties to lower cadres of staff for effectively management.

### **Efficacy of Signing Contracts**

Majority of the respondents supported the signing of performance contract. It was noted that two thirds of the principals were convinced that the signing of performance contracts could enhance service delivery. One Headteachers explained that:

They felt that signing a performance would identify specific goals to be met within a given time frame. These specific goals also break down duties to manageable proportions. It deters competence because failure to meet targets may have consequences like termination of contracts and demotion from management.

The other member of the Board Member averred:

Managers would also aspire to perform in pursuit of rewards inherent in the contract for example renewable of contracts, cash and bonuses and promotion to the next grade. A performance contract would also offer a tool for review of management goals.

The foregoing implies that most school managers are of the opinion that presently members had inadequate knowledge on management issues. This implies that most schools are poorly managed it is important for the government to review the minimum qualification for BOM.

The key members of the BoM were requested to indicate the extent they considered the managers to have adequate knowledge in school management. It was near consensus that:

School managers, especially principals had fairly had adequate knowledge about performance contracts and its effectiveness in management of institutions. They stressed that there was a need of BOM members to sign performance contract because this would improve on key areas of service delivery, for example, financial management, human resource management and internal and external relation with relevant authorities.

It is apparent that most interviewed members felt that although school managers had sound knowledge in management, some felt that there was need to have external motivation in terms of appreciation and even financial backing in order to improve service delivery in public secondary schools. The above data implies that the government should consider remunerating BOM members as a large number (71.76%) did not seem to be intrinsically motivated. This would also attract professionals to public secondary schools BOMs.

### **Effectiveness of Performance Contracts**

Nearly all members of BOM members constituting over 98 per cent concurred that effective management leads to good school performance. This is because well qualified school managers will be able to proactively engage in management challenges. Thus, the government should put in place measures to attract highly qualified personnel to school management. Some of these measures should include reviewing minimum qualifications, setting maximum duration of service in the same and considering remunerating BOM members.

### **Conclusion and Recommendations**

From the results and discussions made thus far, the following conclusions are made:

First, with respect duration in the same institution, it was evident that many principals had been in the same institution for between 11-15 years. This was slightly less than half of the sampled principals. The same duration had more BOM members whereby 27.31% of the interviewed members had been in those institutions for 11-15 years. The responses, it is imperative that in most cases, the principals in Makueni County determined who was to serve in the Board of Management.

Secondly, all schools had trained principals and had management committees which mostly met as per the government policy. The study also found out that the school kept management records. It also came out that provision for inspections in these schools was fairly done and the reports from such inspections were fairly implemented.

Third, regarding the level of training of the sampled principals, about two thirds did not have any training in management and also the deputy principals were not involved in management issues. It was also found that nearly three quarters of the respondents had no formal training on financial management. This response shows that many principals and BOM members were not competent in terms of financial management issues. This raised questions about the quality of services delivered by such personnel.

Finally, with regards to signing of contracts, it was evident that many principals, comprising of over two thirds of all interviewed supported the idea of signing performance contract. They were in agreement that signing performance contract positively affected their management duties. The dominant tone emanating from the school managers was that signing performance contracts enhanced their service delivery as well as that of other school personnel. This response shows that many principals and BOM members were willing to sign performance contract as it could ensure that quality services were delivered.

From the results, it recommended that the government should allocate more funds to in-service all the school managers and make them compliant with the technological changes. Specifically, the following six recommendations were made:

1. The government thus should have set guidelines on how many years one should serve as a principal or a BOM member in the same institution. This could greatly improve service delivery in public secondary schools.
2. This calls for a joint initiative by the managers and the government to have high qualified personnel to manage public secondary schools.
3. The ministry of education should integrate information technology in financial management to all schools for the purpose of accountability.
4. It is also important for the government to provide the necessary requirements for the managers to integrate information technology in financial management.
5. The ministry of education should ensure that inspection of financial records is done more regularly. It should also have the mandate to follow up and check if the recommendations made from such inspections are implemented.

6. The government should put the principals in performance contract and have a limit in which one is supposed to lead an institution.

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