

Influence of Principals' Allocation of Financial Resources to School Programmes on the Implementation of Performance Contracting in Public Secondary Schools in Machakos County, Kenya

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Abstract: Misallocation and misappropriation of financial resources in leaning institutions has been the cause of misuse fraud and inefficiency, in educational institutions around the world. This has affected the implementation of Performance contracting (P C) in the institutions which necessitated the need for this study that investigated the influence of principals' allocation of financial resources to school programmes on implementation of performance contracting in public secondary schools in Machakos County. The study adopted a descriptive survey research design using mixed method approach. The sample size of the study was 471 respondents comprising of 9 Assistant directors of education, 109 Principals' and 354 Teachers. Purposive sampling was used to select the directors, proportionate sampling to select the teachers and random sampling to select the principals to participate in the study. Validity of research instruments was ascertained using a pilot study while reliability of instruments was ascertained using Test-Retest technique. Quantitative data was analyzed using the Statistical Package for Social Science (SPSS) and reported using graphs, charts and tables. Qualitative data drawn from open ended questions and interviews was transcribed into themes and reported in narratives. Coefficient of Correlation was used on hypotheses to determine the influence of principals' allocation of financial resources to school programmes on implementation of performance contracting in public secondary schools in Machakos County. The study found there was a statistically significant relationship between allocation of financial resources and implementation of performance contracting at p level 0.065. The study concluded that failure to allocate finance by principals and to PC activities influenced its implementation. The study recommended that School Boards of Management need to allocate finances to areas of priority in school to catalyze PC implementation.

Keywords: Performance contracting, allocation of finance, Implementation

I. INTRODUCTION AND BACKGROUND TO THE STUDY.

The Education sector globally has been experiencing fast and fundamental changes in its organizational environment which has influenced the quality-of-service delivery in both private and public sector (Gospel and Pendleton, 2005). Balogun (2003) notes that many Governments have responded to the changing environment by adopting Performance Contracting (PC). Performance contracting is a management tool originally set for private sector to enhance quality service delivery. Performance Contract is an agreed contract between government or its representative agencies and management of public enterprises and other autonomous units directly delivering services to public, or between a government and private managers of state assets. It involves explicit measurable goals and targets set and measuring performance against these set targets at the end of a given period. Currently PC has been adopted by the public sector to make the sector effective and efficient in-service delivery (Lin and Lee, 2011).

Performance Contracts (PC) in public sector started in France in the 1960s to control wastage of resource in the public sector and align skilled labor to areas of specialization. Its application led to high absorption of funds as budgeted in public sector and its success in checking wastage of public resources and refocusing personnel to enhance quality delivery of service in France made other countries like, Finland, Denmark, Pakistan, Iran and China to adopt it (Shaver ,2006). A study done by Kristiansen (2015) noted that Denmark's public schools improved in service delivery, resource utilization and better policy control after adopting Performance contracting. Therefore, PC played a key role in improving utilization of allocated financial resources and increasing policy control in

personnel management in public schools in Denmark's schools.

The 1980s Structural Adjustment Programs (SAPS) strained most African countries due to reforms initiated in the public sector. The World Bank advocated for deregulating public sector to operate like private sector (Kobia 2006). This led to introduction of reform programs 'New Public Management (NPM) models' in the public sector in Africa notably in Ghana, Nigeria Rwanda, Tanzania Senegal and South Africa which later resulted to performance contracting as countries strived to be abreast with the NPM. These countries have used PC in Education sector to improve service delivery and it has shown significant positive effects on service delivery (Willis, 2015).

Matete (2016) and Willis (2017) argue that, the introduction of PC was intended to look at the impact of resource allocation both fiscal and human and offer solution to falling Education standards. Matete (2016) further noted that PC is time consuming and causes hostility between the teachers and supervisors. According to Willis (2017) proper allocation of fiscal and human resources to schools positively influences PC implementation in public education institutions

The decision to introduce Performance Contracts Policy in the management of the Public Service in Kenya was contained in the Economic Recovery Strategy for Wealth and Employment Creation (ERS), (2003-2007). The National Guidelines are issued by the government to provide guidance to Institutions in the process of implementing Performance Contracts in the Public Service RoK (2016). The Teachers Service Commission (TSC) which is the employer of Teachers in Kenya has derived from the National Performance Contracting Guidelines which guide Heads of institutions in Kenya in implementing their performance contracts (TSC/PCPH/ANNEX 4, ROK, 2016). This PC has been cascaded from the Commission Secretary (TSC) to all institutional heads in secondary schools in Kenya. The process is intended to cover all personnel working with TSC for full integration of PC process. The integration calls for creation of a link between PC and Teacher Performance Appraisal Development (TPAD) system to create an efficient and effective management system in public learning institutions as part of the broader Public Sector Reforms (RBM,2005).

The objectives of performance contract strategy in the public learning institutions include: to Improve accountability in service delivery Institutionalize performance-oriented culture through an objective open performance appraisal system, Monitor and evaluate performance, Link appreciation to quantifiable performance, Strengthen and clarify obligations required of the TSC and its personnel in order to achieve agreed targets (TSC/PCPH/ANNEX 4, ROK, 2016). While performance contract is formulated to be linear, service delivery in education sector is non-linear in ideal situations. A major limitation of PC is that it evaluates outcomes against set

targets, while the ideal service delivery in education involves many intertwined activities that affect the overall outcomes (CIPD, 2005).

The performance of Principals in their discharge of duties is largely influenced by many variables. Issues like adequacy of available fiscal and human resources local economic activities, school location and catchment area and other non-target activities, may affect a principals' level of performance in PC implementation, yet during evaluation such factors are not considered Mulei (2016). For successful implementation of PC in Public learning institutions the Government clearly states her goals and puts them into achievable targets and Principals commit to PC. The principals are required to monitor and Evaluate activities and outcomes in the implementation of PC. Tools such as strategic plans, work plans, service charters, balanced score cards and performance appraisal systems are essential for effective PC management (TSC/PCPH/ANNEX 4, ROK, 2016)..

Kobia (2016) indicates that the concept of PC in the education sector is a new phenomenon and educational managers are facing challenges in its implementation. The uptake of the requirements of PC is slow generally in schools in Kenya. This position agrees with opinion by Mulei (2016) in a study on 'Performance contracting; BOM efficacy in management of schools in Makueni County Kenya', that observed that most school managers lacked the pre-requisite knowledge to budget and procure goods using the allocated finances to implement PC and achieve the set goals. This implies that financial management skill is required to effectively use allocated funds in PC implementation.

The main Principals' administrative practice of allocation finance to various school programmes is an important role in financial management. Indicators for this management practice in schools covers the allocation of finances for expenditure into various programmes as budgeted and adherence to Board of Management (BOM) approved estimates for recurrent and investment financing Mulei (2016). Empirical research by Kariuki (2012) notes that Principals prepare estimates for recurrent and development expenditure in their capacity as accounting officers.

King'oo, Kasivu and Mwanza (2019) posit that Principals play an integral role in planning to apportion finances to key resource areas in the school as indicated in annual school budget estimates. They should therefore have the requisite expertise to enable them undertake the apportionment (King'oo, Kasivu and Mwanza 2019). Therefore, lack of experience on financial propriety and apportionment into various uses in school structure has continued to impact negatively on implementation of PC. Many Principals have been accused of financial misallocation of finances into various schools' structural programmes which has affected implementation of PC in schools. This study aims to evaluate whether allocation of finances influence PC implementation in public secondary schools in Machakos County.

1.2. Statement of the problem

For a long period of time, Secondary schools in Kenya have been managed by use of different styles not pegged on any set criteria and targets ((King'oo, Kasivu and Mwanza 2019).). In 2016 the teachers' employer, Teachers Service Commission (TSC) introduced performance contracting in all public schools as part of the broader public sector reforms aimed at improving efficiency and effectiveness in service delivery in public schools.

Over the years before the enactment of PC among secondary schools' principals by TSC in 2016, there was out cry due to the perceived underperformance of the schools according to public expectations, perceptions on performance and customer satisfaction by the school clients and the public. This raised dissatisfaction on the results as they did not match service delivery as perceived by the public (Kyule and Kasivu, 2020). In essence performance contracting was expected to be much more than a process for documenting and delivering feedback and indeed be more of implementation. The level of implementation of PC has faced challenges and has remained low in most public secondary schools in in Kenya and in Machakos County in particular.

Assessment reports held at TSC County Education offices indicate that the level of implementation of PC among principals in public schools in Machakos county was relatively low with many challenges realized in areas of financial allocation to various structural programmes in schools (TSC County 2021). It is therefore upon this backdrop that the performance contract in service delivery and the means through which performance is realized especially in apportionment of finances to school programmes, that this study is based. Studies done on implementation of PC in Machakos have looked at principals' management and administrative practices in relation to implementation of PC (King'oo et al 2019). They however have not looked specifically at influence of the principals' allocation of fiscal and human resources, in the implementation of performance contracting amongst principals in Machakos County. This study seeks to fill these identified research gaps.

1.3 Purpose of the study

The general objective of the study is to investigate the influence of Principals' allocation of financial resources to school programmes on performance contract implementation in public secondary schools in Machakos County.

1.4 Objectives of the study

- (i) To establish the level of Performance Contract compliance among the Principals of Public Secondary schools in Machakos County.
- (ii) To determine the influence of Principals' allocation of financial resources to school programmes on Performance Contract implementation in public secondary schools in Machakos County

1.5 Hypothesis of the study

There is no statistically significant influence between the principals' allocation of financial resources to school programmes and PC implementation in public secondary schools in Machakos County

II. LITERATURE REVIEW

Performance establishes set targets for measuring performance and gives rewards for success in set targets and rebuke for failure to meet set goal targets (Prajapatti ,2010). Transparency international Kenya (2009) observes that the Kenyan education system has several sources of finance some of which includes; fees payment, donor funding, government capitation, income generating projects, sale of disposable property and charity among others. The report further notes the system is faced by financial management challenges and quality education risks being compromised if not properly supervised. PC requires Principals to prepare a budget, allocate and utilize financial resources as per approved school budget. However delayed disbursement of government capitation and poor payment of school levies leads to financial constrains in schools resulting to low absorption of budgeted funds and delays in implementation of PC.

Kettunen (2016) studied PC implementation in public Universities in Finland and noted that the universities allocate funds to faculties and support services as per their preferences while at the same time being in line with the national funding scheme. Kettunen further posits that it's important for the central management to allocate funds to various departments in the university according to dictates of the national funding scheme. In the same note secondary schools should have clear defined allocation of finances structures to various programmes in the schools.

A Study done by Blanca, Natow and Dougherty (2011) on "Failure of funding scheme in USA- South Carolina Universities, impact of PC implementation on graduation rates and general performance of the university programs" observes that funds allocation does not improve PC implementation if consultation with all stake holders is not done in the process of budgeting and procurement. Financial resources allocation in PC implementation should be guided by government policy control in budgeting and procurement. This study it relates well to the situation in the education sector in public schools in Kenya and a research gap exists to know whether state allocation of finance to specific programs will influence

implementation of Performance contracting in public secondary schools in Kenya

Studies by Coleman and Anderson (2000) on impact of decentralized financial management in public schools on implementation of PC in development programs in Shewa region in Ethiopia noted that external and internal controls of finance management like allocation of finance to priority areas positively influence implementation of school programmes. It enables schools achieve set goals. A knowledge gap exists to determine whether the allocation of finance to priority areas influences performance contracting and whether the same can be replicated in Machakos County.

Conclusions from a study by Gatere (2013) on the effects of implementation of PC on service delivery at the TSC, Kenya showed that there was a significant positive relationship between PC implementation and the allocation of financial resources. This implies that financial management skill is required to effectively use allocated funds in PC implementation. A research gap is identified on how Principals financial management skills influence implementation of performance contracting in public secondary schools in Machakos County.

III. RESEARCH METHODOLOGY

The study employed a descriptive research design using mixed method approach. The study targeted all the 364 public secondary schools in the 9 sub counties of Machakos County. The study used a sample size of 471 respondents comprising of 9 Assistant directors of education, 109 Principals' and 354 Teachers. Purposive sampling was used to select the directors, proportionate sampling to select the teachers and random sampling to select the principals to participate in the study. The study used questionnaires and interview schedules as research instruments. Pearson product moment coefficient of correlation was used to correlate the variable to evaluate the influence Principals' allocation of financial resources to school programmes on performance contract implementation. Pearson Chi-Test was used on Hypothesis testing at 0.05 level of significant and at 1 degree of freedom.

IV. RESEARCH FINDINGS

The studies first objective was to establish the level of performance contract compliance among the Principals of Public Secondary schools in Machakos County. The respondent return rates were 100 principals and 308 teachers and 9 assistant directors of education. The analysis and findings are presented below.

4.1 The level of performance contract compliance among the Principals of Public Secondary schools in Machakos County

The study sought to establish the level of compliance with the mandates of the PC. The principals were asked whether they had complied with all the provisions of performance contracting since its inception in 2017. The key was rated at a scale of 1-10. The results are provided in Table 4.1

Table 4.1: Compliance with PC mandate in Public secondary schools 2017-2020

	N	Mean	Std. Deviation
2018	100	2.4501	2.46597
2019	100	2.8932	2.14853
2020	100	3.2446	1.83742
2021	100	3.5934	1.48498
Means		3.050	

Results show that compliance with tenets of PC implementation in 2017, 2018, 2019 and 2020 was at 2.2501, 2.8932, 3.2446, 3.5934 respectively. This information shows that there has been a challenge in public secondary schools that were sampled. For instance, the implementation of performance contracting mean score was at 2.4501 in 2017 which moved to 2.8932 in 2018 and further to 3.2446 in 2019 before rising slightly to 3.5934 in 2020. This indicates a compliance ratio of 3.050 (30% compliance). The findings show that the overall PC compliance amongst principals in Machakos County is a challenge. It is noteworthy as per the analysis that PC among the principals has not been fully embraced despite the Principals having signed PC.

The research further investigated whether some elements of Performance contracting were in place namely vision and Mission and filling of TPAD. The data is analysed in Table 4.2

Table 4.2; Teachers, Principals, and Sub County directors' affirmation on school vision and mission

Availability of Mission and Vision	Principals		Teachers	
	Frequency	%	Frequency	%
Yes	100	100	308	100
No	0	0	0	0
Total	100	100.0	308	100.0
Filling of TPAD by Teachers	Frequency	%	Frequency	%
	Yes	100	308	100
No	0	0	0	0
Total	100	100	308	100
Filling of TPAD by Teachers (Assistant director report)	Frequency	%	Frequency	%
	Yes	1	1	100
No	0	0	0	0
Total	1	100	1	100

The information shown in Table 4.2 indicate that all the Principals, Teachers and Assistant Directors of Education

affirmed that a mission and a vision statement were available in the schools. Likewise, the principals confirmed and also teachers affirmed that they fill TPAD. None of the teachers and principals negated the availability of Mission and vision and filling of TPAD. This indicates that all schools had complied with the requirements of PC.

The study established that the schools were compliant with the elements of Performance contracting however there has been a challenge in the implementation of PC. Performance Contract has not been fully embraced despite that Principals having signed PC and all teachers having been in TPAD program in the during the time of review (2018-2021). This position concurs with Kobia (2016) argument that the concept of PC in the education sector is a new phenomenon and educational managers are facing challenges in its implementation and that the uptake of the requirements of PC is slow generally in schools in Kenya.

The results agree with Mulei (2016) who observed that most school managers lacked the pre- requisite knowledge to implement PC in allocating finances to implement PC to achieve set goals. This implies that financial management skill is required to effectively use allocated funds in PC implementation. The results also concur with sediments

posited by King’oo, Kasivu and Mwanza (2019) who postulate that principals should therefore have the requisite expertise to enable them undertake the apportionment of finances to school programmes.

4.2 Hypothesis testing Analysis.

The second objective was to determine the influence of Principals’ allocation of financial resources to school programmes on performance contract implementation in public secondary schools in Machakos County. This objective was responded to by analyzing the study’s’ hypothesis that;

H₀₁: *There is no statistically significant influence between the principals’ allocation of financial resources to school programmes and PC implementation in public secondary schools in Machakos County*

4.3 Allocation of resources and their influence on the implementation of performance contracting.

In order to establish the influence allocation of finances to school programmes on the implementation of PC, Principals and teachers were requested to respond whether allocation of finances to school programmes influenced the implementation of PC. The results are presented in table 4.3

Table 4.2 Influence of allocation of finance on implementation of PC

Statements	Respondents	SA		A		D		SD		Total	
		F	%	F	%	F	%	F	%	F	%
Finance Allocation relationship to Pc implementation	Principals	55	55	45	45	0	0	0	0	100	100
	Teachers	167	54.2	141	45.8	0	0	0	0	308	100

The research results presented in Table 4.3 reveals that 55% of Principals’ and 54.2% of teachers strongly agreed that allocation of financial resource influence implementation of PC while 45% and 45.8% of Principals and teachers respectively agreed to the view that allocation of financial resource influence implementation of PC. None of the principals and teachers had contrary opinion. This implies that allocation of financial resource influence implementation of PC.

4.4 ANOVA test on the allocation of resources and their influence on the implementation of performance contracting

An Anova test was used to establish whether the differences principal’s allocation of financial resources was statistically significant in influencing the implementation of performance contracting. The results are presented in Table 4.4.

Table 4.4 An ANOVA test on the allocation of resources and their influence on the implementation of performance contracting

	Sum of Squares	Df	Mean Square	F	Sig.
(i)Prepared annual budget	0.189	4	0.035	1.586	0.0227
(ii)Adherence to procurement procedures	0.416	4	0.131	2.116	0.004
(iii)Timely disbursement of government capitation	1.443	3	0.452	9.788	0.0001
(iv) Timely fees payment	0.657	3	0.263	5.311	0.003
(v)Creditors paid on time	0.519	4	0.222	1.877	0.0043
(vi)Finance allocation influences PC implementation	0.0419	4	0.0107	3.9231	0.005
Means	0.5443				0.0065

The results were summarized in table 4.4 which show that timely disbursement of government capitation to school accounts was statistically very significant at level 0.0001 while timely fees payment was statistically very significant at 0.003. This was followed by adherence to laid down procedures in procurement for goods and services at 0.004 while the prepared annual budget at 0.227, timely payment of creditors at 0.023 and finance availability as budgeted at 0.05. This indicates that that have impact in the implementation of performance contracting in Public secondary schools. The data shows there is a statistically significant influence between allocation of finance and the implementation of performance contracting in Public secondary schools at an average significant mean of 0.0065

4.5 Simple regression model summary on principals' allocation of finances and implementation of

To establish whether there was a relationship between Principals' allocation of financial resources and Performance Contracting implementation Pearson correlation coefficient, a simple regression test was done between the means of sub themes of principals' allocation of financial resources and mean of implementation of Provisions of performance since its inception in 2017. To establish the presence and level of correlation (r) as well as significance of correlation, Pearson chi test was calculated. The results are presented in Table 4.5.

Table 4.4. Simple Pearson correlation coefficient and Pearson Chi test model summary on Principals allocation of finance and Implementation of Performance Contracting

Independent variable(Constant predictor)	Dependent variable		(r)	Sig. (b)
Allocation finance influence on implementation of performance Contracting	Implementation of Performance Contract		0.722	
		Pearson Chi Test		0.0065

Significant at the 0.05 level (2-tailed) $df= 1$

(a) Constant predictor: Principals allocation of finance

(b) Dependent Variable: Implementation of P C

Table 4.5 reveals that the coefficient of correlation (r) for principals' allocation of finance was 0.722 indicating a strong positive relationship between the predictor variable (principals' allocation of finance) and Implementation of Performance Contracting (outcome). The output shows that at 0.05 confidence level the null hypothesis (Ho) resulted to a Pearson P value of 0.0065 which is less than 0.05 hence the null hypothesis was rejected. Hypothesis was tested at 0.05 level of confidence. The study found there is a statistically significant relationship between Principals allocation of financial resources to school programmes and implementation of Performance contraction in public secondary schools in Machakos County.

When Assistant directors of education were interviewed, they said "*School managers are required to allocate school finances appropriately to various programmes in good time to enable the institutions implement Performance contracting efficiently*".

These results findings agree with a study by Kettunen (2016) on performance-based funding scheme in all public Universities in Finland that found out that financial resource allocation was critical in PC implementation. It also concurs with empirical findings from Coleman and Anderson (2000) which noted that external and internal controls of finance management like allocation of finance to priority areas positively influences implementation of school programs.

V. CONCLUSIONS AND RECOMMENDATIONS

The study concluded that Principal's allocation of financial resources influenced implementation of performance contracting. Principals' allocation of financial resources was found to be a good predictor of implementation of performance contracting. The study revealed that Principals' allocation of financial resources boosts the implementation of performance contracting in Public secondary school in Machakos County. The study concluded that Principals' allocation of finance resource to school programmes influenced performance contracting implementation in public secondary schools in Machakos County

5.1. Recommendations

Based on the findings and conclusions of this study, the researcher made the following recommendations as per the study objectives.

On allocation of finance resource to school programmes, the study recommends that;

- i. BOMs should mobilize finances and allocate it to priority areas indicated in the performance contract to ensure that the school meets the set PC targets.
- ii. The Ministry of Education should disburse capitation on time to enable Principals undertake planned PC activities as planned within the set time lines.

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