



## EFFECT OF TEACHERS' PERFORMANCE CONTRACTS ON QUALITY OF EDUCATION. A CASE OF SELECTED SECONDARY SCHOOLS IN RWAMAGANA DISTRICT, RWANDA

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**ABSTRACT:** - *The concern of this study was to explore the effect of teachers 'performance contract on education quality in three selected schools in Rwamagana District, Rwanda. Specifically, the study assesses the level of knowledge on the role and process of teachers' performance contract on quality of education in secondary schools, determine the effect of teachers 'performance contract on service delivery in secondary schools, examine the effect of teachers' performance contract on efficiency in secondary schools and assess the effectiveness of follow up of the execution of teachers' performance contract on quality of education in secondary schools. The study adopted descriptive research design using quantitative and qualitative approach. The researcher used data collected from 140 respondents of three selected schools of Rwamagana District who sign performance contract every year. Due to the small number of the entire study population and its easy accessibility, the census method was employed to involve them in the study as sample size. Descriptive and inferential analysis were used in this study. Findings showed that teachers 'performance contract affects quality of education through the level of employees understanding on the role and process of performance contract on education quality which is rated by the majority of 53% of respondents. Besides, teachers 'performance contract improves service delivery quality by decreasing time wait for the service process, improving systematic assessment of user complaints and by decreasing customer complaints was stated by a half (50%) of respondents. Moreover, teachers' performance contract influences efficiency as stated by the majority of 93.3% of respondents. Their performance contract influences efficiency on quality of education and finally the follow up of the execution of performance contracts by top managers is effective as revealed by the majority of respondents 98.3%. Besides, regarding correlation analysis, the study found that there is insignificant correlation between objectives of the institution and job description ( $r=-470, p=0.000$ ) and between job description and annual target ( $r=-0.204, p=0.025$ ). Again between education quality and annual target ( $r=-246, p=0.007$ ). Finally, the results also show that there was insignificant correlation between annual target and job description ( $r=0.317, p=0.000$ ). Lastly, this study recommends that Rwamagana District should set targets that will be timely implemented, completed and achievable.*

### GENERAL INTRODUCTION

#### Background of the study

Performance contract (PC) is a branch of management science referred to as management control systems which is a contractual agreement to execute a services according to an agreed upon terms, within an established time period and with a stipulated use of resources and performance standards Agnes (2013). According to Gathungu

(2012), Performance based contracting has been utilized by both the private and public sectors as an effective way of providing and acquiring quality goods and services within available budgetary resources. Whereas within the private sector, profit orientation and competitiveness have necessitated the introduction of performance contracts, the public sector has taken long to embrace the practice.

Globally, the concept of PC is historical. Performance contracts were first introduced in France after the publication of the famous Nora Report on the reform of state owned enterprises in France. They were introduced in the US in 1993 as part of the Government Performance and Result Act 2 (GPRA) Today, almost all Organization for Economic Co-operation and Development (OECD) Countries use some variant of Performance Contracts in managing the public sector (Obongo, 2009). In Latin America, Performance Contracting has been used in different times in Argentina, Brazil, Bolivia and Venezuela (GoK, 2010).

In Africa, performance contracts have been used in countries such as Ghana, Guinea, Madagascar, Mali, Mauritania, Morocco and currently Kenya (GOK, 2010). What propelled most of these countries to introduce PC was that most public services in many of these countries were confronted with many challenges which constrain their delivery of service capacities (Leinart, 2003). They include the human resource factor relating to shortages of man power in terms of numbers and key competencies, lack of appropriate mindsets, and sociologist that are necessary to support effective service delivery. On one hand Africa is constraint by resources, and on the other hand the gradual erosion of the work ethics and accountability has continued to bedevil the public sector in the delivery of public services to the people effectively. Public sector reform meant to address those challenges has achieved minimal results (AAPAM, 2005). In order to be effective in conducting business or rendering services, organizations need to implement management procedures and practices that will yield the desired results.

Under PCs, targets are set and although the areas of concern are the outcomes rather than the processes, the processes do determine the outcomes. A performance contract is anchored on two items, the strategic plan and service delivery plan. The development of strategic plans is one of the things that state corporations are required to do before entering into performance contacts. A strategic plan enables an organization to be better focused on its core business. It also helps the organization to clearly set out its objectives and

action plans that will enable it achieve the objectives. In effect what the institutions are called to do is to plan performance.

Rwanda is one of the top-performing countries in sub-Saharan Africa in terms of access to education. In 2015, net enrollment in primary education was at 97 percent. Yet, the U.K. Asante (2011) found that the rapid expansion of primary education has led to a decline in educational outcomes. Recruiting and retaining qualified, skilled, and motivated teachers to improve education quality is a priority for Rwanda. Several performances pay programs already exist in Rwanda's public sector, and the government has expressed interest in reforming the incentive structure to make it more evidence-based (Kervasdoue, 2017). Under the imihigo system (Performance contract), public sector employees in other sectors receive financial rewards of up to five percent of their salary based on subjective performance evaluations. One evaluation found that a pay-for performance program for primary health care clinics in Rwanda had substantial impacts on a range of health outcomes. In public schools, a substantial share of teachers' existing salaries is made up of bonuses that are in theory discretionary and might be linked to performance. However, in practice, all teachers receive a fixed bonus amount (Hill, 2017).

According to UNESCO, (2015) understanding teaching quality in the Rwandan context, will help recognize areas where support can be targeted. Teachers highlight several attributes such as passion, punctuality, having cultural values, being a good role model and being motivated as central to their understanding of what makes a teacher who may be able to bring about quality education in schools again qualified as a good teacher. This study was carried out Rwamagana district among other districts and decided to fully investigate the impact that having performance contracts for teachers can have on quality education. It involves three schools in Rwamagana District.

### **Statement of problem**

The Government of Rwanda (GoR) introduced Imihigo as a performance based

management tool to strengthen strategic planning and management and improve service delivery in the Local Government system. During the design of the Economic Development and Poverty Reduction Strategy (EDPRS) in 2006, performance contracts were fully adopted as a critical tool to create efficiency in EDPRS implementation and to improve the quality of public service delivery. (MINALOC, 2011). The idea of introducing Imihigo into the national planning framework of EDPRS emanates from the evaluations of the first phase of Rwanda's Poverty Reduction Strategy (PRSP: 2003-2005), which revealed that weaknesses in policy coordination, and monitoring and evaluation contributed to marginal impact on poverty reduction. For instance, poverty declined from 58.9% in 2000 to 56.7% in 2005/6, casting serious doubt on the achievement of the MDGS target of 30%. (Hope, 2013).

Although incentives are already built into teacher salaries in Rwanda, researchers are exploring an additional bonus program that rewards teachers who score within the top 20 percent of their district with an even greater salary boost. Policy makers are hoping that results will help the government recruit well-qualified teachers and more effectively structure civil service contracts so that the country's top talent remains in the education sector, particularly in rural areas (World Bank, 2016).

Various reports about performance contracting in the public sector however indicated that such a paradigm shift had not been realized (Hayward, 2018). The reports that had come out were about how the public institutions had achieved their targets and their rankings thereafter. It had however not been established whether the reports were just paperwork or there was actual impact on the ground that met the original goals of performance contracting, that is, improved resource utilization, improved performance and self-reliance. Given the importance of the education sector as shown in the background of the study and the call for reforms in its management, it was prudent to find out whether the performance contracting strategy had served to re-invigorate it as required in public secondary schools. This study therefore

endeavored to determine how teachers' performance contracts affect quality of education in public schools.

### **Specific objectives of the study**

Specifically, this study attempts to:

- (i) To assess the level of knowledge on the role and process of teachers' performance contract on quality of education in secondary schools
- (ii) To determine the effect of teachers' performance contract on service delivery in secondary schools
- (iii) To examine the effect of teachers' performance contract on efficiency in secondary schools
- (iv) To assess the effectiveness of follow up of the execution of teachers' performance contract on quality of education in secondary schools

## **LITERATURE REVIEW**

### **Institutional theory**

The resurgence of Institutional theory in 1970s began with investigations of the effects of institutional context on the structures of organizations. We can therefore say the originators of the institutional theory were Meyer and Rowan (1977). These theory has been adopted by many researchers among them Pablo (1993) and Scott (2004). It was used to guide this study. The theory holds that rules and procedures are established by institutions to maintain themselves and guide the behavior of staff and other stakeholders. According to Hardina, Middleton, Montana and Simpson (2017), institutions consist of regulative structures and activities that provide stability and meaning to social behavior.

According to Scott (2014), institutional environment can strongly influence the development of formal structures in an institution. Institutional theory holds that the institutions' influences on the beliefs, attitudes and behaviors of social actors are secret but pervasive (Scott, 2014). With this argument,

institutions have the capacity to influence the perception of employees on performance contracting to conform to the activities of the institutions.

Institutional theory strongly influences networks of variables so that their interactions will result in achievement of annual set targets of the institution concerned. The meeting of these targets may lead to institutional development, client satisfaction in terms of service delivery and job satisfactions of employees as aims and objectives are attained. All these will lead to quality education in which is the main concern of this research.

### **Expectancy theory**

Expectancy theory was developed by David Nadler and Edward Lawler who base the theory on the following components: performance-outcome expectancy, valence and effort-performance expectancy. Performance-outcome concerns a person's expectation that his remuneration is closely tied to his level of performance (Sloof & Praag, 2015). Expectancy theory argues that the strength of a tendency to act in a certain way depends on the strength of an expectation that the act will be followed by an outcome and on the attractiveness of that outcome to the individual (Robbins & Judge, 2017). In local authorities, expectancy theory is applicable in that, employees will be motivated to exert a high level of effort when they believe that the effort will lead to a good performance evaluation which will lead to rewards such as bonus, promotion, salary increase and that the reward will satisfy the employees' personal goals.

The theory presents managers with a number of clear implications. For example, they should determine the performance they desire, that is, the level or behavior (attitude and work styles) they want so that they can tell employees what they must do to be rewarded. They must make the performance level attainable. If employees feel that the goal they are asked to pursue is too difficult or impossible their motivation will be low. This will affect performance in local authorities. In performance contracting the

targets set should be realistic and agreeable to both the contracted and the contractor. The key to expectancy theory is the understanding of an individual's goal and the linkage between effort and performance, between performance and rewards (Robbins & Judge, 2007). In performance contracting the reward should be given at the end of the contract period after evaluation of the achievement of set targets.

### **Cognitive behavioral theory**

Many cognitive behavioral approaches involve cognitive restructuring. These strategies often involve an initial phase when the client self-monitors his/her thoughts, feelings and behaviors. In a manner reality emotive therapy, clients then learn to substitute more realistic (less distorted self-talk) for cognition distortion. In institutions, cognitive approaches have also been used to teach employees skills in coping with stressful lure events. Meichenbaum's stress inoculation training helps employees to rehearse self-talk in preparation for entering and managing situations likely to produce high levels of anxiety. In local authorities problem-solving skills can help employee participating in performance contracting. Problem solving are activities by which a person attempts to understand problems in everyday life and discover effective solutions or ways of coping with them (Zurilla & Nezu, 2007).

Problem solving helps individuals cope more effectively with stressful problems in life depending on the nature of the problematic situation, effective coping may involve improving the situation, for example, achieving a performance goal (Dobson, 2017). When introducing performance contracting, progressive relaxation strategies which include a cognitive component of relaxing self-instruction can be used to help local authority employees accept performance contracting not perceive it as threatening. Systematic desensitization often utilizes covert modeling and rehearsal. This is important when cascading performance contracting at various levels in local authorities. Self-management programs often involve positive and negative reinforcement. This is useful when setting targets and working out ways of achieving them to improve performance.

## Empirical review

Mary and Lixin (2001) have conducted a research on the empirical effects of performance contracting in State Owned Enterprises (SOEs) of China. Using a panel data set consisting of 769 firms from 1980 to 1989 located in 4 provinces of China, Mary has found that PCs did not improve performance and may have made things worse than before its introduction. Though the performance contract has slightly contributed to the increase in the productivity, effects of PCs are on average negative because of the large losses associated with poorly designed performance contracts. This failure explains why china stopped signing performance contract in 1994.

The failure of PCs was caused by the fact that politicians or bureaucrats structured PCs to maximize their political benefits or rents rather than productivity. Another problem is that the government authorities have targeted many goals (profitability, investment, worker benefits) such that PCs deviated from the goal of productivity and PCs were poorly designed. However, Mary and Lixin (2001) found that PC can be effective in smaller competitive firms than in state owned enterprises. She further adds that PCs can improve productivity if they provide high powered incentives, use sensible targets and signal commitment through longer terms and managerial bond and especially when they are implemented in more competitive environment. When these features are absent PCs hurt the productivity.

While others researchers have concentrated on the impact of performance contract on the public sector employee's performance, Jawaria and Imran (2011) put it differently and identified other determinants of the public sector employee's performance in Pakistan. Using a questionnaire addressed to 350 public sector officials from various ministries and a regression technique with the help of SPSS, his study found a significant positive effect of higher wages on the public sector employee's performance. Furthermore, enforcement of rules in the department, transparency of decisions in the department, meritocracy, honesty and resources with public sector employee's performance of the employee was found to have a positive effect on

the performance of the public sector employee. Higher wages influence positively performance in the sense that the corruption among employees reduces as they receive a fair pay.

The present research has referred to a number of previous empirical studies such as Mary and Lixin (2001), Joseph and Nicholas (2012), Joseph and Paul (2013). In his research on the effects of performance contract on the organization performance with the case of Kenya's Ministry of Education, Solomon and Nicholas (2012) posited that the initiative to introduce the performance contract system came from the president decision with the purpose of economic recovery strategy for wealth and employment creation.

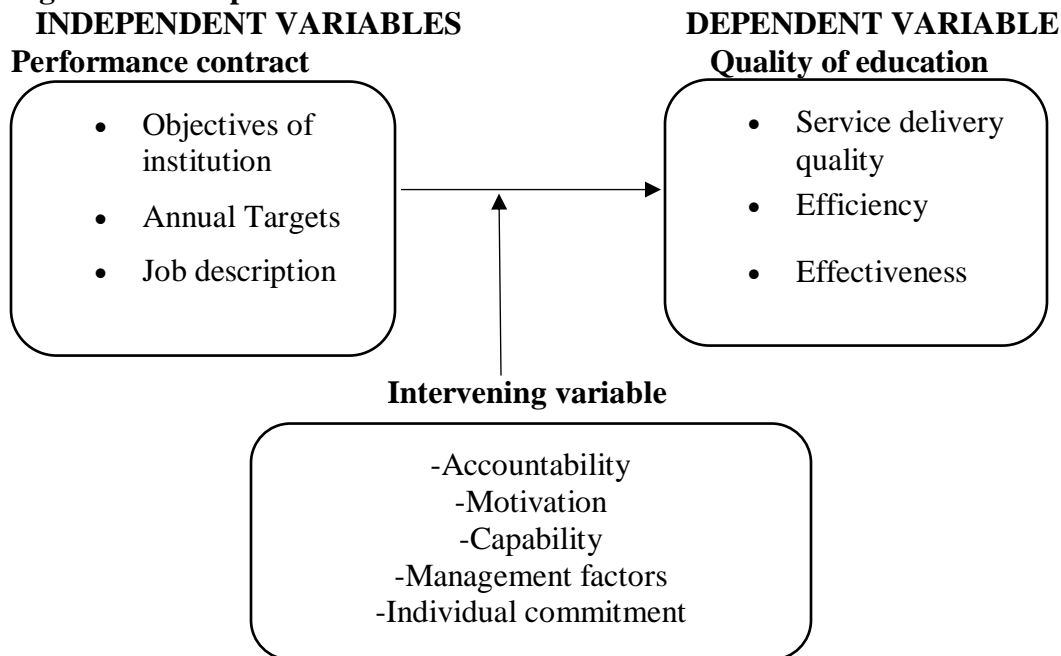
Using a closed questionnaire addressed to 84 respondents in the Ministry of Education and regression analysis, Solomon found that performance contracting has a positive effect on performance of the organization. This relationship between performance contracting and organization performance can be traced back to four measures such as efficiency, consistency, service quality and creativity. Performance contracting has a great effect on the improvement of service delivery and quality service which was measured by decrease of user complaints. PC also enhances consistency of employees with the desired results and their creativity. However, he added that performance contracting contributes less to efficiency since it is not signed by all employees.

Joseph and Paul (2013) have conducted a research on the concept of performance contracting in Kenya with the purpose to analyze the impact of performance contracting on different aspects of the public service. According to him the Government of Kenya introduced Performance Contracting in the Public Service as one of the tools to improve service delivery. The research preceding that of Joseph and Paul (2013) concluded that the performance contract has made a radical improvement particularly on different aspects of the Public Service in Kenya such as remarkable improvement in profit generation for commercial state corporations, significant improvement on the service delivery, significant improvement of operations and services. However, according to Josephson and

Paul, the real impact of the performance product process in Kenya is yet to be fully visible and realizable. Therefore, it is advisable to take an in-depth analysis of the various MDAs (Ministries,

Department and Agencies) and an in-depth analysis of each sector so as to be able to get a better understanding of how the various sectors are performing.

**Figure 1: Conceptual framework**



**Source:** Researcher, 2022

The dependent variable for the study is teachers' performance reflected by increase of service delivery, efficiency and effectiveness in quality of education while the independent variable is performance contract. The performance contract normally includes the general objectives of the institution, the annual targets and individual which are related to the job description of each staff. Performance contract has a positive effect on the teachers' performance by influencing to be creative, to increase efficiency and improvement of service quality especially quality education which in turn improves the civil servant performance. Performance contract influences public sector employee performance reflected by service quality, efficiency and effectiveness.

## RESEARCH METHODOLOGY

### Research Design

The study adopted a descriptive research design. According to Mwanthi (2012), a research design refers to the method used to carry out a research. The study employed a descriptive research as a scientific method which involves observing and describing the behavior of a subject without influencing it in any way. The research applied both qualitative and quantitative method. Qualitative method was used a questionnaire to collect data on understandings and views of teachers about the relationship between performance contract and education quality. The quantitative approach was quantifiable data such as evaluation rate per each teacher and bonus received as a result of good performance. The quantitative data was used to compare rewards received by teachers who

performed well and their performance in the subsequent years.

### Target population

In order to analyze the effect of teachers' contract performance on quality education in secondary schools, the current study was conducted among teachers and headteachers of 3 selected schools. The target population is 140 who sign performance contracts every year in the 3 selected schools. The population includes only the employees who have signed the performance contract. From this target population, the study involved 134 teachers, 3 dean of studies and 3 headteachers.

**Table 3.1.: Table showing the population**

Name of schools	Number of teachers	Dean of studies	Headteachers
GS Rwamagana A	41	1	
ES St Aloys Rwamagana	48	1	
Leaders School	45	1	
Total	134	3	
<b>General total =</b>	<b>134+3+3=140</b>		

Source: Rwamagana District report, 2022

### Sample size

Due to the small number of the entire study population and its easy accessibility, the census method will be employed. The census method is designed to collect information from each and every member of the population (Mugenda & Mugenda 2003). It enabled the researcher to gather sufficient information to assist in analysis and arriving at accurate results. Thus, the total population became the sample size. The study target 140 persons taken as sample size.

## GENERAL CONCLUSION AND RECOMMENDATION

### Summary of major findings

According to findings made research project aimed on specific objectives as shown below.

### Level of knowledge on the role and process of teachers' performance contract on quality of education

The first objective of this study was to assess the level of knowledge on the role and process of teachers' performance contract on quality of education in secondary schools. The majority of 53.3% of respondents have a very good understanding on process and role of performance contracts, 29.1% have a good understanding, 14.1% have a fair understanding while 3.3% don't understand the role and process of performance contracts. With regard to the trainings attended by the respondents. Besides, findings revealed that the majority of respondents did not do any training on the role and process of PCs while others have done training. Besides, regarding the knowledge of the content of the performance contract, 65.8% of the respondents confirmed that PCs include responsibilities of the academic staff, 17.5% confirmed that PC include staff annual targets while 10.8 %, 5.9% respectively confirmed that PCs is all about objectives of the institution and objectives of the government. It was found that the majority (50%) of the respondents have very good understanding on the role and process of performance contract. However, the majority of top managers mentioned that the level of understanding of employees is at a moderate level. This is not surprising because it was found that the majority of respondents are still new and more efforts are needed to improve their understanding on performance contract

### Effect of teachers 'performance contract on service delivery

The second objective of this study was to determine the effect of teachers 'performance contract on service delivery in three selected secondary schools in Rwamagana District. The majority of 55% respondents strongly agreed and 36% agreed that service delivery quality and efficiency of work are the most important measurement of quality education in their schools, 13% were neutral, and 3% disagreed that statement. Besides, performance contracts improve service delivery which is teaching in their institutions as 60% of respondents agreed

and 35% strongly agreed but 5% were neutral. Moreover, regarding in which measures does performance contract influence service quality. The majority of respondents of 50% accepted that it decreases time wait for the service process in order to influence service quality. Most of respondents accepted that they always respect teaching and especially punctuality of being in class. Besides, another group of 21 respondents (17.5%) found that systematic assessment of user complaints is another measure that PCs used to influence service quality. Finally, the last group of 39(32.5%) respondents rated to decrease in customer complaints as another measure. Most of time some parents come and complaint about how their kids do not perform well in the class, thus, the teachers have to make sure that the parents of students are satisfied after making some complaints.

### **Effect of teachers' performance contract on efficiency of education quality**

The third objective of this study was to examine the effect of teachers' performance contract on efficiency in secondary schools. Concerning how performance contract influencing efficiency, the majority of respondents (93.3%) accepted that their performance influenced efficiency on quality of education. They asserted that this efficiency is seen through the examination results the students they obtained from previous years. Besides, through the internal management of their schools that is resources or equipment which help the students to be on the standard level. Another group of 6.7% refused that because they do not understand if there is an influence of teachers 'performance contract on efficiency of education quality. Furthermore, on the point of aspects do performance contract influence efficiency in three selected institutions in Rwamagana district, the majority of respondents (49.1%) accepted that teachers 'performance contract influence efficiency by ensuring better allocation of resources. Improve output is an aspect as asserted by 25.8%. They added that It is critical for resource allocation practices to reflect an understanding of the imperative to eliminate existing inequities and close the achievement gap. All too often, children who are most in need

of support and assistance attend schools that have higher staff turnover, less challenging curricula, less access to appropriate materials and technology, and poorer facilities. Respectively 15% accepted minimizing public waste and 10% stated that teachers 'performance contract influence efficiency by minimizing expenses of the institution.

### **Effectiveness of follow up of the execution of teachers' performance contract**

The fourth objective was to and to assess the effectiveness of follow up of the execution of teachers' performance contract on quality of education in secondary schools. The findings revealed that the majority of respondents (98.3%) accepted that the top management of the school assure the follow up of the execution of teachers 'performance contract and another group of 1.3% respondents disagreed that sometimes the top management of the institutions do not make good follow-up of the execution of teachers' performance contract and ended by providing them bad results. Regarding the level of agreement on effectiveness of follow up of the execution of the teacher's performance contract, the study revealed the majority of 93% of respondents strongly agreed and 3% agreed about that statement. The next statement is wages depend on individual performance. The majority of respondents (85%) agreed and 7% strongly agreed that. Regarding how top managers top managers demonstrate their energy to the implementation of teachers 'performance contract, a big percentage (77%) agreed and 18% strongly agreed that they play a very big role in implementation of teachers 'performance contract but 6% were neutral. Moreover, as stated by 64% of respondents, the organization culture also strongly supports the implementation of performance contract system, 28% strongly agreed, and 27% were neutral. Further, the respondents were asked if to achieve what they signed in their performance contract is their priority, they majority of 90% of respondents strongly agreed and 2% strongly disagreed. Furthermore, respondents were asked if to achieve targets signed in their performance contract was not their priority, the big majority of respondents (63%) strongly disagreed about that



statement and 26% disagreed that. Respectively, 3% strongly agreed and 5% agreed that statement

Besides, regarding correlation analysis, the study found that there is insignificant correlation between objectives of the institution and job description ( $r=-0.470$ ,  $p=0.000$ ) and between job description and annual target ( $r=-0.204$ ,  $p=0.025$ ). Again between education quality and annual target ( $r=-0.246$ ,  $p=0.007$ ). Finally, the results also show that there was insignificant correlation between annual target and job description ( $r=0.317$ ,  $p=0.000$ ).

Besides, the study revealed the Kernel of regression analysis in which  $Y=A+BX$ . The performance contract which has three variables that are Objective of the institution, annual target, and job description are constant and it has unstandardized coefficients B equal to 0.902 when is constant. The Std error is 0.568. Thus, according to Kernel formula, performance contract (Objectives of the institution, annual target, and job description) equal to  $Y=0.902 + 0.756 X_1 + 0.068 X_2 + 0.125 X_3 + \varepsilon$  is effective and efficiency on education quality which is dependent variables.

## Conclusion

The study concluded that the performance contracts have a positive influence on quality of education. Although the real influence of the teachers' performance contract process is yet to be fully visible, there is clear evidence of improvement. When targets are set and negotiated, staffs endeavor to achieve the set goals thereby improving their performance. However, it was found that the pressure of achieving the targets may cause the employee to focus mainly on the duties prior signed in performance contract and leave apart the emergency work (not found in PCs) that may occur in the middle of year due to new circumstances.

## Recommendation further research

Based on the findings and conclusion researched, the following recommendations were addressed to:

- i. The Ministry of Local Government, Good Governance, Community Development and Social Affairs should ensure there is effective territorial administration and governance at local government level with a conducive working environment for leaders and staff to deliver with efficiency and effectiveness not only in imihigo implementation but across the entire district mandate.
- ii. It was found that the majority of academic staff did not have any training on the execution process and role of performance contract. It is therefore recommended that top managers organize trainings to the employees especially to the new recruited staff.
- iii. It was found by previous studies that performance contracts succeed more and increase the productivity when they are implemented in more competitive environment like in private schools. Therefore, we recommend to private schools of Rwanda to implement also this policy. Employees would develop the culture of self-motivation and their commitment to meet the duties assigned instead of being pushed by the pressure of achieving only the targets signed in performance contract.

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