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CHALLENGES FACED BY PRINCIPALS IN MANAGING TEACHERS EMPLOYED BY BOARD OF MANAGEMENT IN PUBLIC SECONDARY SCHOOLS IN BONDO SUB-COUNTY, KENYA

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Abstract

Principals, on behalf of Board of Management carry out management roles of BoM teachers; this delegated task presents with it numerous challenges. The purpose of this study was to examine challenges principals face in managing teachers employed by BoM in public secondary schools in Bondo sub-county, Kenya. The research addressed the following objective: to identify challenges faced by principals in recruitment of BoM teacher Sequential Mixed Research Approach and Descriptive Research Design were employed. Target population was 36 principals from 36 public secondary schools. Sample size was calculated using Cochran's Formula where a sample size of 33 principals was obtained. Stratified and Simple random sampling was used to select the 33 principals from the target population. 10% of the sample size for actual study formed the sample size for pilot study. Data was collected using questionnaires and interviews administered to principals. Quantitative data was analyzed using descriptive statistics while qualitative data was analyzed using content and thematic analysis. Study findings were that; in recruitment, principals experience challenges like inability to offer attractive remuneration package and have BoM teachers accept appraisal process. The study concluded that; Limited resources coupled with financial constraints are stumbling blocks to recruitment of BoM teachers. It recommended that Ministry of Education should enact a policy that put into practice a recruitments system of BoM teachers across the country for uniformity and accountability. This research might contribute to creation of a policy in an educational system that legalizes BoM teacher remuneration vote head.

Key Words: Board Teachers, Principals, Public Secondary Schools, Teacher management.

Introduction

In order to support effective implementation of Sustainable Development Goal Four which advocates for achievement of inclusive and equitable quality education and promote lifelong learning opportunities for all as articulated in Education 2030 Framework for Action, countries all over the world have strived to elevate the staffing status of schools as teachers are one of the core pillars of the implementation of any educational goals (UNESCO, 2017). Thus, the need for significant teacher management in schools has been a global concern in educational sector (Gomendio, 2017). The staffing status in a school is therefore a powerful determinant of the overall quality and effectiveness of facilitation of learning (Burns, 2011).

In majority of public secondary schools all over the world where teacher shortages have been experienced, Board of Management in various schools has hired teachers to curb the shortage (Alec, 2010). This has increased the responsibilities of the principals who have to get BoM teachers together to accomplish desired school goals and objectives using available resources efficiently and effectively (Anas & Newman, 2012). According to MetLife (2013), principals are charged with the duty of BoM teacher recruitment.

The researches done in some developed countries like USA, UK and Australia and in developing countries like Niger, Mali and Togo unravels various management challenges faced (Wadesango,2011, Emily, 2014). Though challenges in BoM teacher management were not captured in these researches. Izuagba (2017) puts it that 'there are some aspects where BoM teacher management differs from management of teachers employed by the state (government)'. In the same context, Duflo, Dupas & Kremer (2012) posit that disciplinary issues and remuneration of teachers employed by the government are addressed by a government body which vary from one country to another while BoM teachers' disciplinary issues and remuneration are left to the discretion of the school board of which the principal has to be the key factor in decision making.

In the United States, the acute teacher shortage, especially in high poverty schools have driven the use of teachers employed by the board, whose contracts are temporary (Garcia & Mishel, 2016). School Principals have been reported to face emerging challenges that make their work difficult and at times, impossible to do well (Donald, 2015). Nearly ninety percent of school principals from Carlifonia, Suburban Washington and urban North Carolina ranked the increasing difficulty in ensuring professional learning and development to support teachers' work as one of the challenges principals face in management (Donald, 2015). However, Studies on Management Challenges principals face have not narrowed down to BoM teacher management (Gomendio, 2017).

In Togo, following the adoption of the Education 2030 agenda, teachers were put at the centre of the right to quality education (Makinde, 2010). Every school aimed at having the required number of teachers (International Task Force, 2018). In cases where there were teacher shortages, the government allowed the school management to directly employ teachers (Pouzon, 2011). The principals were given the mandate to recruit and provide counsel and assistance to the teachers employed by BoM in accordance with the school's policies and procedures as well as relevant legislation (Hoogeven, Rossi, & Dario, 2014). However, there is scanty evidence on studies that concentrate on Effective management of BoM teachers.

In Kenyan case, management of secondary schools by Boards of Governors (BoGs) came into place after independence following recommendation by the Kenya education commission report of Ominde (Muthee, Karanja & Thinguri, 2014). This aimed at giving each school its own personality and decentralization of authority for effectiveness (Otieno, 2015). Education act Cap. 211 and sessional paper No. 1 of 2005 state that the BoGs have been given the role of managing human and other resources so as to facilitate smooth operations, infrastructural development and provision of teaching and learning materials (Tatlah & Zafar, 2011). As a way of fulfilling one of their mandates on management of human resource, BoG started employing teachers directly paid by the schools in 1980s in community and non-formal secondary schools (Jones, 2015).

The name Board of Governors was later changed to Board of Management (BoM) to align management of schools to the demands of The Constitution of Kenya 2010 (Wango & Gatere, 2014). BoM has also been mandated to promote quality education for all learners and perform any other function to facilitate the implementation of its functions (Basic Education act No. 14, 2013). Following the continued teacher shortage in Kenya, BoM, as a way of delivering their mandate on performing any other function to facilitate provision of quality education to all

learners, have been employing teachers, directly paid by the schools, to curb teacher shortage (Koech, 2017).

Management practices related to BoM teachers have been delegated to the Principals, who is secretary to the BoM (Nyandusi, 2012). Principals have been charged with the duty of recruiting BoM teachers (Wanjira, 2012). Despite the enormous role of a school principal on BoM teacher management, studies already done on management challenges facing principals have focused on management of students, teachers in general, finances, support-staff and those that arise from parental involvement in school activities (Otieno, 2010, Emily, 2014, Ngaire, 2015, Otieno, 2015 and Wamukuru, 2016).

Historically, Kenyan secondary schools have two categories of teachers; those hired as civil servants through Teachers Service Commission (TSC) of the Ministry of education and those hired by BoM (Duflo et al, 2012). TSC teachers have their promotions, transfers and disciplinary measures decided through the TSC and based heavily on formal and objective criteria. TSC teachers are represented by strong union, have civil- service and their wages paid by TSC. On the other hand, BoM teachers are paid directly from the school accounts, disciplinary issues and other issues pertaining their welfare are under discretion of the board where principal is the secretary (Duflo et al, 2012). BoM teachers have no union, so they have the school as the only anchor (Emily, 2014). Principals have therefore to perform some management functions of BoM teachers differently compared to TSC counterparts (Duflo et al, 2012).

In the area of study, BoM teaching positions are actively sought by the unemployed teachers (Otieno, 2015). The number of BoM teachers is on the rise (Wamukuru, 2016). More BoM teachers are being employed to curb teacher shortage (Emily, 2014), this implies increasing responsibilities for principals on BoM teacher management (Wadesango, 2011). So far, not much information is available on studies that concentrate on challenges principals face in managing BoM teachers. This study was therefore set to fill this knowledge gap.

The purpose of this study was to examine the challenges faced by principals in management of teachers employed by the board of management in public secondary schools. The study attempted to answer the following research question: 'What are the challenges faced by principals in recruitment of board teachers?

The theory that guided the study was Administrative Management Theory which was pioneered by Fayol (1925). According to Fayol (1925), to manage is to forecast and plan, to organize, to command, to coordinate and to control; all these elements identified by Fayol (1925) makes this theory very applicable to this study. Principals as managers of BoM teachers have to plan and organize on how/ when to recruit BoM teachers. Once BoM teachers are hired, the principal must have a command on duties to be delegated to BoM teachers, principals have to coordinate and control the kind of work environment that later impact on the extent of BoM teachers' empowerment and the nature of team work portrayed. Fayol (1925) believed that management is a universal function that can be defined and understood in terms of various functions that a manager performs.

Research Objective

This study was guided by the following objective:

To determine challenges faced by principals in recruitment of board teachers.

Methodology

The study used Descriptive Research Design (Tavakoli, 2012). The kind of Descriptive Research Design employed in this study was Cross-Sectional Survey research (Shaughnessy, Zechmeister & Zechmeister, 2012). The Descriptive Research Design employed in this study used Mixed Research Approach where both quantitative and qualitative research strategies were engaged in a Sequential manner (Lyons & Doueck, 2010). The target population was 36 principals from 36 secondary schools. Sample sizes were calculated using Cochran's Formula for finite population. According to Gathii, Wamukuru, Karanja, Murithii and Maina (2019), Cochran's Formula is: $n = no \div \{1 + (no \div N)\}$ Where n is the required sample, n_0 is the standard Cochran's sample size (384) N is the target population

Principals, N= 36, $n = 384 \div \{1 + (384 \div 36)\} = 384 \div \{11.67\} = 32.905 \cong 33$. Therefore, 33 respondents were involved in actual study giving a study population of 33 principals.

The study sample was drawn using Stratified and Simple random Sampling of probability sampling Technique. First, the secondary schools were stratified into girls' school, boys' school and mixed school then from each stratum, simple random sampling was used to pick the principals (Nallaperumal, 2013). The simple random sampling process was carried out by Lottery method which involved writing each of all 36 principals by names of their schools in a piece of paper, then placing them into their different strata. From each stratum, the papers were folded so that the names were not visible, papers were placed in a box and mixed, and then a paper was randomly picked while blindfolded without replacement. In each picking, a paper was picked from Boys' school strata, then Girls' school strata followed by mixed school strata. The process was repeated until the sample size of 33 was reached (Gravetter & Forzano, 2011).

Research instruments used were structured questionnaires and structured interviews both administered to principals sequentially. Reliability was measured using Cronbach alpha coefficient tests, which was above 70% indicating the instruments were reliable (Sharma, 2016). Validity was ascertain by calculation of the content validity index (CVI) was found to be 0.9, therefore the researcher concluded that 90% of the questions were valid and so was the questionnaire (Gadsboell and Tibaek, 2017). Quantitative data from structured questionnaires was analysed using descriptive statistics and presented in frequency tables (Olatayo, 2014), while Qualitative data from interview schedules was analyzed for content by organizing the content into themes and sub themes as they emerge, then tallied and presented in word verbatim (Denzin & Lincoln, 2011). Data interpretation was done by relating both quantitative and qualitative responses obtained to the objective of the study (Burns, 2011).

Results and Discussion

Challenges faced by principals in recruitment of BoM teachers

Recruitment challenges remain one of the most daunting tasks for principals. From the questionnaires issued to the principals, the recruitment challenges evident were analysed in table 1.

Table 1: The challenges faced by the principals in recruiting BoM Teachers

Recruitment Challenge		Frequency	Percent (%)
Principals have system of	Disagree	11	33.3
tracking of recruitment	Strongly disagree	12	36.4
process	Undecided	2	6.1
	Agree	4	12.1
	Strongly agree	4	12.1
	Total	33	100.0
Remuneration package	Disagree	5	15.2
offered by the school dictates	Strongly disagree	4	12.1
who to hire	Undecided	3	9.1
	Agree	10	30.3
	Strongly agree	11	33.3
	Total	33	100.0
Recruitment process has	Disagree	5	15.2
Influence of local politics	Strongly disagree	3	9.1
-	Undecided	1	3.0
	Agree	11	33.3
	Strongly agree	13	39.4
	Total	33	100.0
Contract signed during	Disagree	12	36.4
recruitment process is	Strongly disagree	13	39.4
honored by both parties	Undecided	0	0
	Agree	4	12.1
	Strongly agree	4	12.1
	Total	33	100.0

Table 1, showed that majority (69.7%) principals indicated that there were no systems set to track recruitment processes of BoM teachers. This implies that it would be very hard to follow up on how BoM teacher recruitment processes are done or have records for accountability purposes. 24.2% of the principals indicated that there were tracking system of recruitment processes of BoM teachers while 6.1% were undecided on whether there are systems set to track recruitment process. This indicates that in the recruitment process, many schools have problems to have a system that tracks recruitment process.

On whether remuneration package dictates hiring of BoM teachers; 63.9% (majority) principals indicated that remuneration package dictates hiring process. This implies that schools with better remuneration packages which easily get BoM teachers willing to be hired. 27.3% principals indicated that remuneration package do not dictates the hiring processes while 9.1% were undecided. This implies that remuneration is indeed a challenge in recruitment of BoM teachers.

Local politics as challenge to recruitment was indicated as follows: 72.7% (majority)

principals indicated that local politics influence recruitment process. This implies that where the power relations within a school community and the kind of activities they engage in with the schools highly affect how hiring of BoM teachers takes place. 24.3% principals indicated that local politics do not have influence on hiring of BoM teachers while 3.0% were undecided. This implies that challenges faced by principals in recruiting BoM teachers also emanates from local politics.

Honoring of contract signed during recruitment was posted as hard as follows; 75.8% (majority) principals indicated that contract signed during recruitment is not honored. This implies that recruitment of BoM teachers can be terminated any time by either party. The BoM teacher leaves the job unexpectedly or the principal dismiss BoM teacher unexpectedly. 24.2% principals indicated that contract signed during recruitment is honored and 0% undecided. This implies that only in few cases is contract signed honored either by the BoM teacher or by the principals.

During the interviews, respondents revealed that tracking of recruitment of BoM teachers is indeed a challenge. A principal from mixed day school said that:

In my school, deputy and I are the only TSC teachers, I have to ensure all classes are attended to by employing BoM teachers and I hire one today and after a short while the person leaves, so am always in the business of hiring, when I get one I don't know when the person leaves next so I don't bother keeping records (Principal 6).

Another principal from girls' school observed that:

Once I need a teacher, I talked to my colleague principals if they know of any teacher who can be employed by board. That's how I get to hire the BoM teachers. System to track recruitment of BoM teachers? How? Why? There is no particular formula I use to hire them (Principal, 16).

A principal from boys' school also commented that:

Since I became a principal, I have been recruiting BoM teachers because there is no adequate staffing here by TSC. But I deal with it the best way I think can solve the situation at hand. Some teachers even come by themselves asking if there is BoM position vacant. I pick such and hire when am in need. If not in need I turn them down (Principal, 31).

The findings exemplified by principals 6, 16 and 31 affirm the findings from the questionnaire that having a system that tracks recruitment of BoM teachers is indeed a challenge because hiring of BoM teachers is a recurring process and unpredictable depending on when a school fall short of a teacher as postulated by Emily (2014) and does not fall within a given period of time due to the fact that BoM teachers hired in majority of secondary schools the schools keep on leaving for better pastures thus the schools keep on hiring to sort the crisis (Nicole et al, 2015). The above findings are in line with Feng (2018) who asserts that majority of secondary schools have raft initiatives to recruit teachers on board and therefore it becomes difficult to track the schools' hiring trends.

Interviews carried out on remuneration package indicated that the amount of money a given school offers as a salary determines how quick or slow they get a teacher to hire; a principal in a girls' school explained that:

Recently a group of BoM teachers approached my office asking for salary increment and threatened to leave and indeed some left, others amongst the group whom did not leave, I gave them release letters because the school could not afford what they were asking for (Principal, 3).

Another principal from mixed school maintained that:

Since remuneration of teachers employed by the BoM is low here, I can fail to get a qualified teacher or I recruit a teacher today and tomorrow you hear the teacher has gone to another school that has agreed to offer better incentives (Principal, 12).

On the same note, a principal from a boys' school maintained that:

I normally receive influx of teachers coming to seek for jobs here on BoM terms. We give free houses and free meals. Amount of money offered as salary is also reasonable. That's what attracts them (Principal, 29).

The interviews findings as quoted by principals 3, 12 and 29 affirm the findings of questionnaires that one of the challenges of recruitment emanates from remuneration package offered by a school. This implies that one way or the other, remuneration is a question that arises and is an issue during recruitment of BoM teachers. Schools with no financial constraints and are able to offer good remuneration packages do not see remuneration factor as a challenge while schools with financial constraints see it as a challenge as they lose more teachers who opt for better pay elsewhere. These findings agree with Wamukuru (2016) who argues that better pay attracts more personnel and therefore finding who to recruit is made simpler unlike when the pay is not attractive. Further supported by Jatzi (2015) who posits that remuneration package offered to the board teachers attracts who to employ.

Interviews conducted on Influence of local politics revealed that recruitment challenges also emanates from local politics. A principal from a mixed day school had this to say:

Community around the school has been so good to us. They partner well with us in all school activities including harambees. The challenge of this is that in turn they also ask for favor from the school; last week one of the community elders approached, he was with his son. The main agenda was if I could allow the boy, a university student who was on long holiday, to teach in the school. The boy came as a volunteerer but later started asking for something to buy 'soap' (principal, 18).

One Principal from boys' school remarked the following:

In the school where I head right now, I found them with few students' washrooms, I had to do expansion on this but it was hard

because the school had no land. So, I involved the community elders around to talk to their members to get extension on a piece of land to build washrooms which the community did. Now, the community had a meeting with the school board and the community representative turned down monetary compensation for the land but suggested that they be considered wherever job opportunity arises in the school. So, when chance for BoM teaching arises, I advertise and check if there is qualified applicants from the community then I give chance to that (Principal, 24).

Interview findings of principals 18 and 24 affirms questionnaires findings that recruitment challenges also emanates from local politics. These findings concur with Amvi (2016) who argues that every school is situated within a locality and there is likelihood that the local community will always want a candidate of their own or of their choice to be given priority wherever job vacancies arise in the school. This is further supported by Din (2017) who posits that influence by local politics is a challenge that principals must be ready to fight during recruitment process in an institution.

Interviews conducted with the principals on Contract signed during recruitment process revealed that these contracts are never honored. A principal from a girls' school had this to say:

I employed a teacher on board who took up the job and after one month the teacher disappeared without notice and yet the agreement was that a written letter should be given there months earlier by either party who opt to walk out of the contract (Principal, 32).

Another principal from a mixed day school maintained:

When I employ a teacher on BoM terms, the teacher has to perform. Failure to which I give letter of termination of employment instantly (Principal, 17).

On the same context, a principal from a boys' school observed that:

Recently the school was undergoing through financial constrain. We could not sustain payment of all BoM teachers we had, so I terminated contracts of some of them without a prior notice although on employment day, the agreement was that they were to be there until they get TSC employment here or somewhere else (Principal, 21).

Interview findings as exemplified by principals 32, 17 and 21 affirm the questionnaires findings that contract signed during recruitment are never honored by both parties. These findings agree with arguments of Lynch (2012) that in board teacher recruitment there is inability by both parties to honor contracts signed.

Additional findings noted by the principals on recruitment challenge included 'Hallo effect', enforcement of extra levies like ban on extra levies and TSC number requirements. This implies that system of employment of BoM teachers still raising questions. The findings are in line with Samba et al (2017) who posits that many secondary schools experience various challenges in recruitment process of teachers that are directly employed by schools.

Recruitment and selection of teachers employed by BoM is normally delegated to the Principal by the members of board of management (Otieno, 2015). The principals spearhead the designing of the advert for the required subject combination of BoM teachers to be recruited (Emily, 2014). This means principals are the key players in the recruitment of BoM teachers and how the recruitment challenges impact on their tasks of recruitment determines how hiring occurs, who gets the job and finally influences on the output (students' achievement).

Conclusions

Based on the findings discussed above, the following conclusions were made:

Concerning challenges faced by principals in recruitment of board teachers in public mixed day secondary schools in Bondo sub-county, the study concluded that recruitment of BoM teachers is indeed a challenge to principals and the challenges faced emanates from the inability of principals to develop a system that tracks recruitment process due to constant turnover of BoM teachers, inability to offer seductive remuneration package that can attract and retain BoM teachers, influence by local politics and inability of either the hired BoM teacher or the principal or both the parties to honor contracts signed during recruitment. Recruitment is very crucial because it determines the kind of BoM teachers coming in, which later contributes to development of students' productivity. Recruitment process is affected by a number of factors, if done effectively, it leaves all the teaching staff in harmony and satisfied. This also equips the staff with qualified teachers because the right procedure is followed when doing the recruitment process. In most of the public secondary schools, it is only exercised by principals who are presumed to be the managers of teachers employed by board.

Other additional challenges identified by respondents to be facing principals in BoM teacher management were; instructional supervision challenges, appraisal challenges and challenges of induction/sensitizing teachers employed by the board on school employment laws and professional ethics and fostering the relationship between teachers employed by the board and the school community.

Recommendations

In relation to the study, there is a clear indication that challenges related to management of teachers employed by board actually exist in public secondary schools, therefore the study recommends that;

- 1. Policy should be created by Ministry of Education and Teachers Service Commission that ensures that skills related to management of teachers employed by board is a Mandatory requirement in the appointment of principals.
- 2. Policy should be enacted that brings in a recruitment system of BoM teachers across the country for uniformity of practice and accountability and also provides database on the number of teachers employed by board in each school at zonal/sub-county level in a given locality.

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