

FEASIBILITY STUDY FOR CREATION OF MANAGEMENT CADRE IN EDUCATION

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PREFACE

Educational Management plays a vital role in achieving the goals of any organization or an institution. For qualitative improvement and quantitative expansion of education system educational manager role is widely acknowledged. Considering this importance, the developed nations have introduced of separate management cadre consisting of qualified and skilled manager. National Education Policy 2009 proposed that Management Cadre shall be separately established in education departments to run the educational institutions effectively and efficiently.

This research has been conducted with a view to explore whether establishing separate Management Cadre in education in the given scenario and ground realities are feasible or not. For the purpose of the study, sample of DPIs, EDOs, Directors, DDEO, AEOs, principals, headmasters and senior teachers from secondary schools both male and female was drawn from 11 selected districts of four provinces and AJK. During the course of the study it was found that in Khyber Pakhtunkhwa and Sindh provinces Management Cadre has already been separately established, whereas, in other provinces and region; action as per NEP provision is yet to be taken. The findings of the study will help the decision makers to take further steps in line with the NEP policy provision considering the experiment done in Sindh and Khyber Pakhtunkhwa.

I would like to express my gratitude to all the officers and teachers of provincial/area Education Departments for their cooperation in data collection and providing other relevant information and materials. I do appreciate the services rendered by the research team comprising Syed Muhammad Saqlain Bukhari, Director (Research), Dr. Khawaja Sabir Hussain, Deputy Director (Research), Syeda Shaista Bano, Deputy Director (Research) and Mr. Muhammad Aslam Bhatti, Joint Director, for conducting the study. The service of Mr. Zulfiqar Ali Joya and Ch. Muhammad Akram, APS for typing and composing this report is highly appreciated.

Mohammad Khan Khichi
Director General

EXECUTIVE SUMMARY

The National Education Policy, 2009 inter-alia envisages creation of separate management cadre for education with specialized training and qualifications. This research was designed to explore whether there is genuine need for creation of independent Management Cadre in Education sector to improve the education service delivery through improving performance of the management and teaching cadres. The study has also focused on designing a well-structured management cadre in order to efficiently handle educational governance at various administrative levels. Since the study is unique in its nature, therefore, to collect data from the sample population a questionnaire was developed and was validated through pilot testing. The Research Teams of AEPAM personally visited 11 sample districts of four provinces and Azad Jammu and Kashmir region to collect required data.

2. The Research Team while collecting data particularly considered that Management Cadre has already been established in the provinces of Sindh and Khyber Pakhtunkhwa. In both the provinces separate Management Cadre in the education sector has been notified and rules have been framed for the recruitment of human resource for the purpose. The study revealed that the remaining provinces (Baluchistan and Punjab) and region (AJK) have shown interest in establishment of separate Management Cadre in the education sector.

3. The newly established Management Cadre in education sector of Sindh and Khyber Pakhtunkhwa has the following salient features:-

- Management Cadre includes BS 16-20 officers at districts level in Khyber Pakhtunkhwa and BS 17- 20 in Sindh.
- Education sector is being managed professionally.
- The concept of right person for the right job seems to be institutionalized.
- Due to expansion of the cadre promotion opportunities for the existing workforce have been enhanced.

4. Absence of well structured Management Cadre in the provinces/areas.

5. Overwhelming majority of the Education Managers responded positively in favour of creating separate Management Cadre.

6. Establishment of Management Cadre would impact access, equity, quality and governance in Education

7. Separate Management Cadre alongwith governing rules framed and notified only in Khyber Pakhtunkhwa and Sindh.
8. Management Cadre includes BS 16-20 Officers in KPK as against BS 17-20 in Sindh.
9. Education Management Cadre bifurcated into three sub-tiers of service in Sindh, whereas no such compartmentalization has been done in KPK.
 - i) School Executive Services (Director schools, District Management Officers (DEO, DDEO, AEO)
 - ii) School Management Service (Principal, principal and headmaster)
 - iii) School Finance Services (Director Finance, DDF,ADF)
10. Frustration in Education Department of Sindh over induction of Executive Officers in Education Management Cadre.
11. Existing lot of Education Managers possess Bachelors/Masters degree in Education whereas a few possess higher qualifications such as Master's in Educational Planning and Management (EPM), M.Phil and Ph.D
12. Most of the Education Managers lack financial and administrative skills

Difference between previous and new Management Cadre

1. Managers would be selected on parity by initial recruitment and promotion from within the existing teaching cadre whereas previously management posts were filled through promotion/posting within the teaching cadre but now it will be shared through initial recruitment and promotion.
2. Education Managers would be imparted pre and in-service training to ensure efficiency and effectiveness of the system.
3. Selection and postings of Education Managers would be done on pure merit to obviate extraneous influence.

4. Professional growth of Education Managers and teachers would be more secured as compared to the previous system of selection and promotion.
5. It would institutionalize the concept of right person for the right job.
6. Education management cadre would result in better in monitoring and supervision

Weaknesses and hiccups in implementation of newly created Education Management Cadre in KPK and Sindh

1. Misperception within the teaching community regarding upward mobility/ promotion, which has been allayed to large extent by of existing teaching cadre in present Education Management Cadre.
2. Frustration in Education Department over induction of Executive Officers in Education Management Cadre in Sindh
3. A vast majority of the respondents (90%) were in favour of creation of Management Cadre in the remaining provinces and areas. While explaining need for creating separate Management Cadre they highlighted various advantages, the provinces of Sindh and Khyber Pakhtunkhwa are getting. Data shows that 68% respondents were of the opinion that separate Management Cadre would enhance effectiveness of the education system. Similarly, 65% respondents were of the view that Management Cadre would contribute in improving quality of education and exhibited through learning outcomes of students and ultimately help in arranging educational facilities. 60% and 58% respondents respectively were of the view that separate Management Cadre would be helpful in increasing enrolment and reducing dropout rate respectively, and even political involvement would also be reduced. 55% respondents opined that monitoring and supervision of educational activities would be improved by establishing separate management cadre in education sector.
4. The respondents further stated that establishment of separate Management Cadre will lead to improving management capabilities of the personal hired for the purpose. Data indicated that 76% and 60% respondents respectively were of the opinion that Management Cadre would help in managing the capacity gaps the education

system facing at present which is essentially required to be met for improving and maintaining the quality of students learning outcomes and efficient supervision and accountability system. Whereas, 56% and 54% respondents respectively had opinion that in separate cadre the education managers would be more powerful in decision making because they will be equipped with knowledge, attitudes and skills through specialized trainings to mitigate political involvement in school affairs. Similarly 53% and 52% respondents were of the view that the manager in separate cadre will be in a better position to pay attention to inspection or supervisory visits and public would also have access to the officers for betterment of system.

5. With regard to minimum educational qualification and selection criteria for the educational manager in new cadre, 50%, and 30% respondents had opinion that Education Managers should possess minimum master degree preferably in education. Similarly, the manager should have teaching experience apart from management. Regarding length of service as teacher or head teacher the opinion of respondents was divided and varied from 3 to 10 years. However, it is very much clear that the teaching experience is an essentially required criterion for selection of education manager.
6. When asked about appointing educational manager through direct recruitment or promotion most of the respondents opined that Education Managers may be selected on 50:50 ratios through Public Service Commission and by promotion from head teachers on seniority basis. This will also help in avoiding unnecessary litigation by in service teachers causing delay in implementation of the decision as happened in the provinces of Sindh and Khyber Pakhtunkhwa. Considering the experience of these two provinces, respondents are of the view that Education Managements selection quota from PAS/PCS Cadre must be avoided. In case of selection from in-service teacher against 50% quota the departmental selection board will have to be constituted with clear selection criteria to select managers from the existing lot of the head teachers/teachers.
7. Both in the case direct or in service recruitment of educational managers a comprehensive training package in financial management, school management, office management, personnel

management including ACR writing, planning process, community participation and IT skills is to be made mandatory for new inductees. Data depicts that over 80% respondents recommend that such training must be offered before their development in the field.

8. Briefly, on the basis of findings and observations of the research the following conclusions were drawn.
 - a. Separate Management Cadre in the education sector stands notified and governing rules framed in Khyber Pakhtunkhwa and Sindh, whereas action is still awaited in other provinces and regions. Respondents from remaining provinces and regions responded positively for the establishment of separate Management Cadre, which shows that NEP provision in this regard, matches the ground need hence majority supports it.
 - b. A well structured Education Management Cadre will positively impact the quality of educational management, enhance quality of education through improving students learning outcomes, increase enrolment, reduce dropout rate and mitigate unwanted political involvement in educational affairs.
 - c. Education Managers must possess master degree i-e. MA (Education)/M.Sc / MA, M.Ed. They should have both teaching and management experience and may be selected on 50:50 through Public Service Commission and by promotion from head teachers on seniority basis.
 - d. A comprehensive induction training package covering all aspects i-e. Financial management, office management, school management, personnel management, planning, community participation and IT skills etc must be offered, monitored and evaluated as service record of the managers.

Way Forward

1. Management Cadre alongwith ancillary services rules may be established in all provinces/ regions.
2. The feeding cadres to be restricted to education and executive services may not be allocated share in Education Management Cadre

3. Induction into Education Management Cadre may be made both through direct recruitment and by promotion from the existing human resource in education sector.
4. Selected Education Managers to be imparted specialized pre-service and in-service training in financial management, office management, personnel management, planning, community participation and IT skills.

INTRODUCTION

The National Education Policy 2009 inter-alia envisages creation of an independent management cadre for education with specialized training and qualifications to counter the general perception that education managers at present do not possess sufficient management skills qualification and experience to address the problems of the education sector. It is believed that the system at present is not performing at the level the society needs and creation of management cadre in the system will revamp it and focus on improving the learning outcomes of the students.

Management is a process designed to ensure effective utilization of human as well as material resources, to achieve the predetermined organizational goals of an organizations. Educational Management similarly is to facilitate the implementation of policies in education through better governance in educational institutions, organizations and departments, thus, Educational management demands a very high degree of professional standards and expertise. The rapid expansions of education system have put tremendous challenges for the managers that require specialized qualification, experiences and skill to cope with these. Considering the complexity of the education governance and management there have been a strong realization among policy makers for having a separate cadre of educational managers. A cadre comprising trained, well-qualified and satisfied education managers will effectively define the purpose and offer solution to the challenges, the education set up is facing at present.

There are two major level of educational governance i-e. Institutional and departmental level. At the institutional level, there are certain functions that require expertise other than teaching. Recognizing the importance of institutional development and management, many countries around the globe are paying special attention of Education Managers at this level. In Pakistan most of the persons holding management positions in education institution do not have any specialized managerial qualification and training to handle management functions judicially. Same is the case with departmental level management. Directors of Public Instructions (DPIS), Directors, Executive District Officers (EDOs), District Education Officers (DEOs), Deputy District Education Officer (DDEOs), Assistant Education Officers (AEOs) and Head-teachers are mostly appointed

amongst the teachers on seniority basis only. Even post deployment training in management skills is not imparted to these officers.

1.1 Rationale of the Study

The National Education Policy, 2009 envisages creation of separate education Management Cadre because there is lack of expertise/technical knowledge of Education Managers which impacts the efficiency and effectiveness of the system. In order to address lax supervision and accountability in the system

1.2 Objectives of the Study

The objectives of this Study were as follow:-

1. To explore whether there is genuine need for creation of Management Cadre in Education.
2. To review the existing established Management Cadre in KPK and Sindh to identify the weaknesses and hiccups in its implementation.
3. To suggest a well Structured Management Cadre to handle educational matters at different administrative tiers.

1.3 Significance of the Study

This study is likely to make a significant contribution in understanding the need for a separate management cadre in education sector as per policy. This study serves as feasibility for taking decision about creation of an independent Management Cadre in Education. The findings and recommendations of this research study will provide strategic guidance to the decision makers at Federal, Provincial and Regional levels to create and sustainable Education Management Cadre (EMC) in education sector.

1.4 Delimitation of the Study

Keeping in view the limited time and resource constraints the study was limited to:

1. Four districts (Lahore, Multan Bahawalpur and Gujranwala) from Punjab.
2. Two districts (Karachi and Hyderabad) from Sindh.

3. Two districts (Peshawar and Abbottabad) from Khyber Pakhtunkhwa.
4. Two districts (Quetta and Pishin) from Baluchistan and
5. One district of Azad Jammu and Kashmir (Muzaffarabad)

LITERATURE REVIEW

This chapter presents review of literature which includes national policies, reports, studies and material on the concept of management and cadre etc.

2.1 Policy Provisions regarding Education Management

Need for a separate management cadre has not emerged out of the blue. While looking in historical prospective it reveals that past education policies have also highlighted this aspect. Summary of the provision of previous education policies is as under:-

- i) New Education Policy 1970 suggested that management of the administration of educational institutions may allow community participation and ensure academic freedom and administrative/financial autonomy needed by educational institutions for their proper development (Government of Pakistan, 1970).
- ii) All key posts in education administration will be manned by qualified and experienced educators. Educational administration will be for effective supervision and management of education (Government of Pakistan, 1979).
- iii) National Education Policy 1992-2002 states that the managerial and administrative skills of educational personnel will be improved through professional training in techniques and method of educational administration. Management of district level education will be improved by associating the local community. The Academy of Educational Planning and Management will be further strengthened to enable it to expand its training programs and extend it to the provinces (Government of Pakistan, 1992).
- iv) Therefore, NEP 2009 states, "Educational management demands professional standards and expertise, for which the traditional policymakers at the ministries or the head

teachers are unprepared and untrained. At the institutional level, planning also takes time away from teaching responsibilities." Policy states that most persons at management positions in Pakistan's education sector have not any management training. With regard to policy actions, it says that a management cadre for education, with specified training and qualification requirements, shall be introduced.

2.2 Definition and Concept of Management

Management is a process of reaching the organizational goals by planning, organizing the human and financial resources as well as influencing and controlling. In planning, a planner keeping in view human, material resources and time set objectives to achieve the organizational goals. Further, in planning tasks and activities are identified and roles and responsibilities are defined for each step of plan. A manager apart from planning needs effective communication skills to coordinate among various levels of employees. While organizing a manager allocates assignments to relevant members of an organization on merit with a view to complete the task in coherent manners. This helps in monitoring and evaluating the performance of each individual. In influencing a manager leads, motivates and directs to complete the activities as per plan. In controlling a manager oversees the functioning of various tiers of workforce to avoid wastage of time, energy and resources. An efficient manager is vigilant of all the actions to be taken as per planned goals of the organization and takes timely decision to re-direct the resources for achieving the goals.

Management is efficient when all activities are completed efficiently and effectively for achieving organizational goals through other people within minimum time and resources. It is a social process, which is designed to ensure cooperation, participation, intervention and involvement of others effectively to achieve the intended objectives. In fact good management serves as a network among various levels/tiers and individuals in an organization for collective goals.

2.3 Scope of Educational Management

Educational management is basically an applied aspect of the generic concept of management. The purpose of the management of educational institutions is to help and solve the problems of educational development, by making the best possible use of available material and humanistic resources in a constantly but gradually changing environment growing more complex day by day. Educational systems are directed in such a way that they fulfill social and economic development needs of the society by preparing individuals for efficiently playing different roles they will have to undertake in society.

In order to run the educational institutions according to widely accepted norms and standards effectively the management concept includes financial management, office management, school management, support service management, academic management and infrastructure management apart from the personnel management.

2.4 Concept of Cadre

A cadre is a structure or framework that is created to address specific aspects of an organization or department or as system with the help of qualified and experienced group of people. This group of people has clear mandate and justification of work and resources are accordingly allocated to that cadre to carry out its functions. Cadre is given a career path to grow and has certain rules to be governed under which the people in a cadre also lead and train others to continuously achieve the goals of the organization. People in a cadre are thorough professional, qualified and trained in a profession. As per dictionary meaning a cadre is group of specially trained people to lead or train others. Examples could be a military core group, a nucleus of scientists, or a band of insurgents, or simply any group of specialized, core workers (<http://www.vocabulary.com/dictionary/cadre>, Retrieved on 26 June, 2015).

2.4.1 Management Cadre

Management cadre is a career management program and or group of employees strategizing/ learning the management protocol. (<http://www.answers.com/>). In other words managers are the professional who carry forward the aims and objectives of the organization with their knowledge, skills and experience. They are responsible to perform the assigned tasks and activities under the organizational goals and vision. The manage, administer, control and arrange all types of resources.

2.5 Capacity Building of Education Managers

Management is the process of coordination and managing resources in an efficient and effective manner. Managerial skills are required to handle managerial tasks at institutional as well as departmental level but due to lack of requisite professional skills, the performance of Provincial, Divisional District and Tehsil Education Managers and School heads have not been up to the desired level. Educational Managers are not fully prepared to handle education matters in professional manners. When a teacher is involved in the managerial tasks without building his/her capacity for new role, performance as manager on one hand remains very low and the education badly suffers on the other hand.

The educational management being a specialized task demands professional standards and expertise for which the provincial, divisional district and tehsil education managers need to be prepared and trained properly. At the institutional level, academic activity is the most important thing to be achieved through efficient management. Successful management is the result of efficiently coordination among different organs in an organization and activities undertaken by them. The managers in education sector has to manage an environment that supports academic activities Recognizing this, many countries around the globe are paying special attention to train education managers, school leaders, and academics for school leadership. In contrast, most persons at management positions in Pakistan's education sector have not been provided management training which is need of the hour to enable the institutions to deliver as expected.

2.6 Salient Features of the Proposed Education Management Cadre in the Provinces

While implementing the policy provisions regarding separate management cadre in education the province of Khyber Pakhtunkhwa and Sindh have introduced the management cadre in respective education sector. Salient feature of this experiment are as under:-

a) Khyber Pakhtunkhwa

The Provincial Government of Khyber Pakhtunkhwa formally separated Management & Teaching cadres in Education Department in early 2009. The management cadre aimed was revised in 2012.now in KPK the positions of (BS-19 and BS-20) 100% reserved for promotion whereas (BS-18) 80% promotion and 20% direct similarly BS-17 positions are filled with ratio of 50% direct and 50% with initial appointment through commission.

b) Sindh

The Government of Sindh has notified a separate management cadre in the education sector called as management service.

- Professionalization of management of education sector
- Empowerment of schools including primary, middle, elementary and secondary schools
- Institutionalizing the concept of 'right person for the right job'
- Increasing promotion chances for existing workforce

Regarding Education Management Cadre , Finance Department agrees to allow up-gradation, re-designation, bifurcation, creation and shifting of various posts from BPS-14 to BPS-20 for implementation of the Education Management Cadre i.e. School Management service, School

Executive Service, School Finance Service and other category teachers (<http://www.glxspace.com/2014/08/07/sindh-education-department-management-cadre-announced>, Retrieved on 25 June, 2015)

The detail of Education Management Cadre of Sindh is as under:

SCHOOL EXECUTIVE SERVICE (SES)

Name of Posts with BPS	Method of Appointment	Qualification/ Experience
i) Director of schools BPS-20 ii) Additional Director (BPS-20)	i) 50% by promotion from amongst District Education Officers (BPS-19)/Deputy Director (BPS-19) belonging to school executive service cadre. ii) 50% by transfer from amongst cadre officers of PAS/ Secretariat/PCS (ex-PCS/ PSS)	
i) District Education Officer (BPS-19) ii) Deputy Director BPS-19	i) 50% by promotion from amongst District Education Officers (BPS-19)/Deputy Director (BPS-19) belonging to school executive service cadre. ii) 50% by transfer from amongst cadre officers of PAS/ Secretariat/PCS (ex-PCS/ PSS)	
i) Deputy District Education Officer BPS-18	i) 20% by initial appointment through Sindh Public Service Commission. ii) 80% by promotion from amongst Taluka Education Officers/Assistant Education Officers (BPS-17) have at least 5 years service.	Master & M.Ed with five years experience in BPS-17.
i) Taluka Education Officer (Male/Female) BPS-17 ii) Assistant Education Officer BPS-17	i) 50% by initial appointment through competitive examination by Sindh Public Service Commission. ii) 50% by transfer from amongst cadre officers of PAS/PCS	Master & M.Ed both at least in 2 nd Division

SCHOOL MANAGEMENT SERVICE (SMS)

S.#	Name of Posts with BPS	Method of appointment	Minimum Academic Qualification/ Necessary experience for initial appointment
1.	Senior Principal (BPS-20) Comprehensive/Higher Secondary Schools.	i) By promotion from amongst Principals (BPS-19) Secondary/Comprehensive/Higher Secondary Schools having at least 17 years in BPS-17.	
2.	Principal (BPS-19) Secondary Schools/Comprehensive/Higher Secondary Schools.	i) 80% by promotion from amongst Senior Headmaster/Headmistress (BPS-18) Elementary/Secondary Schools. ii) 20% by promotion from amongst Senior Subject Specialist BS-18).	

3.	Senior Headmaster/Headmistress (BPS-18) Elementary/Secondary Schools.	<ul style="list-style-type: none"> i) 50% by promotion from amongst Headmasters / Headmistress (BPS-17) Campus / Cluster / Primary Schools. ii) 35% by promotion from amongst Senior Elementary Schools Teachers (BPS-17). iii) 15% by promotion from amongst Senior Secondary Schools Teachers (BPS-17). 	
4.	Headmasters/Headmistress (BPS-17) Campus/Cluster/Primary Schools.	<ul style="list-style-type: none"> i) 80% by initial appointment through Sindh Public Service Commission (except contact employees). ii) 20% by promotion from amongst the various categories of teachers having 7 years service in BPS-16, and have completed mandatory training through PITE or any Institution on the approved panel list and on combined seniority-cum-fitness basis. 	M.A. and M.Ed or Master Degree and B.Ed with five years experience as HST in BPS-16.

SCHOOL FINANCE SERVICE (SFS)

S.#	Name of Posts with BPS	Method of appointment	Minimum Academic Qualification/ Necessary experience for initial appointment
1.	Director (Finance) BPS-19	By promotion from amongst Deputy Directors (Finance/Audit) BPS-18 on seniority-cum-fitness basis having at least 12 years service in BPS-17.	
2.	Deputy Director (Finance/Audit) BPS-18	By promotion from amongst Assistant Directors (Finance/Audit) BPS-17 having at least 5 years service.	
3.	Assistant Directors (Finance/Audit) BPS-17	<ul style="list-style-type: none"> i. 75% by initial recruitment through Sindh Public Service Commission. ii. 25% by promotion from amongst Superintendent (BPS-16) having at least 5 years service. 	MBA (Finance), ACCA or C.A

Punjab: Education management cadre is still not established in Punjab. However, majority of the respondents agreed that management cadre may be established as proposed in NEP 2009.

Baluchistan: Education management cadre is still not established in Baluchistan. However, rules regulations are under consideration in secretariat. Majority of the respondents agreed that management cadre may be established as proposed in NEP 2009.

AJK Region: In AJK and GB Education management cadre are also till not established. However, majority of the respondents agreed that management cadre may be established as proposed in NEP 2009.

METHODOLOGY

The study is a Survey Research for which specific questionnaire was devised for data collection. Pilot testing of research instrument was made in Rawalpindi and modified accordingly to the feedback of the pilot. The Research Team visited 11 sample districts of provinces and Azad Jammu and Kashmir region to collect required data.

3.1 Population of the Study

The Provincial and District Education Managers mentioned below was the population of the study as they are directly related to management of education in provinces at present and their stakes are quite high in case of teaching and management cadre are separated in provinces.

- Directors Public Institutions (DPIs)
- Directors of Education
- Executive District Officers (EDOs)
- District Education Officers (DEOs)
- Deputy District Education Officers(DDEOs)
- Assistant Education Officers (AEOs)
- Principals, Head Masters/Mistresses
- Senior Secondary School Teachers

3.2 Sample

Following districts were selected as sample of the study by applying convenient sampling technique.

S#	Provinces/ Region	Sample Districts	No. of Districts
1	Punjab	Lahore, Multan Bahawalpur and Gujranwala	4
2	Sindh	Karachi and Hyderabad	2
3	Khyber Pakhtunkhwa	Peshawar and Abbottabad	2
4	Baluchistan	Quetta and Pishin	2
5	Azad Jammu & Kashmir	Muzaffarabad	1
Total			11

3.3 Gender wise No. of Respondents

S#	Provinces/ Region	Sample Districts	No. of Respondents	
			Male	Female
1	Punjab	Lahore	45	34
		Multan	34	30
		Bahawalpur	37	33
		Gujranwala	28	22
2	Sindh	Karachi	44	37
		Hyderabad	30	25
3	Khyber Pakhtunkhwa	Peshawar	30	15
		Abbottabad	21	09
4	Baluchistan	Quetta	29	19
		Pishin	23	07
5	Azad Jammu & Kashmir	Muzaffarabad	22	28
Grand Total			343	259

3.4 Research Instrument of study

A Questionnaire was designed to collect data. The questionnaire consisted of the following aspects:-

- i) Present status of implementation of policy provision regarding separate Management Cadre in education in each Province/Region.
- ii) Justification/need for creation of Management Cadre in Education.
- iii) The criteria for the selection of officers in Management cadre.
- iv) Suggestions for designing well structured Management Cadre in Education.

3.5 Pilot Testing of Research Instrument

Pilot testing of the instrument was carried out in Rawalpindi. In the light of feedback received as a result of pilot testing, necessary changes were incorporated in the research instrument. Efforts were made to design comprehensive instrument to get relevant information from the respondents.

3.6 Procedure for Data Collection

The Research Team of AEPAM visited 11 sample districts of four provinces and Azad Jammu and Kashmir region to collect required data.

3.7 Data Analysis, Findings, Conclusions and Recommendations

Data collected were analyzed in qualitative form. Conclusions were drawn from the findings keeping in view the objectives of the study. Proposed structure was designed on the basis of findings of the study.

DATA ANALYSIS AND ITS INTERPRETATION

This research was designed to investigate the feasibility for creation of Management Cadre in education sector. Research teams of APEAM visited 11 districts of the country including Provincial headquarters in order to collect information. The collected information is analyzed and presented below:

4.1 Status of Establishment of Management Cadre

The National Education Policy 2009 proposed that Management Cadre for education, with specific training and qualification requirements shall be introduced. Respondents were requested through an open ended question for providing their opinion in this regard. Respondents from KPK and Sindh informed that Management Cadre has already been established in both the provinces. The majority of the respondents from Baluchistan, Punjab and AJK were of the view that this policy provision may be implemented as it is the need of the time.

The status of management cadre as per policy provisions, reflected from the opinion of respondents in each province/are is as under:-

Table No. 4.1 Status of Establishment of Management Cadre

S#	Province/Region	No of Respondents	
		Yes (%)	No (%)
1	Punjab	0	100
2	Sindh	100	0
3	Khyber Pakhtunkhwa	100	0
4	Baluchistan	0	100
5	AJK	0	100

The data shows that in the opinion of 100% respondent Management Cadre had been established in KPK and Sindh, whereas in other provinces/regions action is yet to be taken by the concerned authorities.

4.2 Reasons of not Establishing Management Cadre

Respondents were asked to mention the reasons for not establishing management cadre in respective provinces. Respondents from KPK and Sindh said that management cadre has been established in KPK and Sindh. Respondents of Punjab, Baluchistan, and AJK had opinion that management cadre is still not established and the main reasons for not establishing management cadre are given in the following table:-

Table No. 4.2 Reasons of not Establishing Management Cadre

S#	Reasons of not Establishing Management Cadre	Yes (%)	No (%)
1.	Political interference	60	40
2.	Lack of government interest	55	45
3.	Bureaucracy involvement	40	60
4.	Unwillingness of teachers' union	50	50

The data shows that due to political interference and lack of government interest the management cadre in education has not been established. The hindrance from bureaucracy does not sufficiently exist, while opinion about the teacher's union is divided as 50:50.

4.3 Need of Creation of Management Cadre

The purpose of the study was to explore whether policy provision about the management cadre is appropriately understood by the concerned and there exists a genuinely need for creating Management cadre in education sector.

The response is given below:-

Table No. 4.3 Need of Creation of Management Cadre

Question Asked	Yes (%)	No (%)
Is there need for creation of separate management cadre in education sector	90	10

The respondents were requested to indicate whether they realize the need for establishing separate Management Cadre. Data shows that 90% respondents agreed that there is a need for creation of Management Cadre while only 10% did not agree to it. It means that the system needs for creation of a separate management cadre for its efficient delivery to the society.

4.4 Advantages of Separate Management Cadre

The respondents were requested for their opinion on different advantages of establishing separate Management Cadre in education. This was a multiple choice question and respondents had choice to select more than one option. Collected data is presented in the following table: -

Table No. 4.4 Advantages of Separate Management Cadre

S#	Advantages of Separate Management Cadre	Yes (%)	No (%)
1.	Effective Management	68	32
2.	Quality enhancement/focus on learning outcomes	65	35
3.	Increase in Enrolment	60	40
4.	Decrease in dropout rate	58	42
5.	Political involvement will be reduced	58	42
6.	Monitoring and Supervision	55	45
7.	Teachers' absenteeism particularly in rural areas	51	49

The data shows that the respondents in majority were of the opinion that Management Cadre would enhance effectiveness of management for achieving the desired objectives. Such as enhancing quality education by focusing on learning outcomes increasing enrolment and reduce dropout rate and even political involvement would also be reduced. Similarly, effective monitoring and supervision of educational activities would be possible through separate cadre including reducing teacher's absenteeism in schools. In nutshell the introduction of separate management cadre in the system would positively affect the system and improve the quality and governance of education in the country.

4.5 Improvement of Management Capabilities

In addition to aforementioned advantages, the respondents were further requested as to what extent Management Cadre will improve management capability of Education Manager. This was asked by drawing opinion on six different aspects of management. Opinion of the respondents is reflected in the table as under:-

Table No. 4.5 Improvement of Management Capabilities

S#	Impact of Improvement of Management Capabilities	Yes (%)	No (%)
1.	Enhancement of in students learning outcomes.	76	24
2.	Proper accountability of officers/officials.	60	40
3.	Empowered for rational decision making.	56	44
4.	Reduction in political interference for schools	54	46
5.	Meaningful improvement in inspection/supervisory visits	53	47
6.	Increased access of managers by the public	52	48

The data indicate that in all the above six aspects of the management there will have positive impact of introducing a separate management cadre. The system will contribute in enhancing students learning thus improve the quality of education as a whole. The accountability will be improved among the workforce responsible for different academic or managerial functions. Majority of the respondents had opinion that education managers would be more empowered in decision making because the political interference will be minimized in school affairs as compared to that at present. Similarly the inspection or supervisory functions of the managers would get more time and managed properly leading to public access on the issues related to education.

4.6 Education Qualification Criteria

Since the investigation was about creation of separate cadre of education managers , therefore, opinion of respondents about qualification of officers in new cadre was also sought, being one of the important aspect for making recruitment rules for the management cadre. The opinion of respondents about different degree requirements for the education managers is given below:-

Table No. 4.6 Education Qualification Criteria

S#	Education Qualification	Percentage of respondents agreed
1	M A (EPM)	3
2	MA (Education)	50
3	M.Ed	30
4	Master in Social Sciences	7
5	Master in Natural Sciences	8
6	M.Phil/Ph.D in Education	2

The data depicts that 50%, and 30% respondents had opinion that minimum basic qualification for Education Management Cadre officers would be MA (Education) and M.Sc/M.A, M.Ed.

4.7 Experience required for Selection of Education Managers

In the Group Discussion during the field visits it was revealed that majority of the respondents were of the opinion that Management Cadre officers should be selected with sufficient experience in education related activities. The respondents were requested to indicate their opinion about experience in number of years they recommend in respect of different categories. The data is reflected in given below table:-

Table No. 4.7 (a) Experience as Head Teachers

Category	Duration in number of years	Agreed (%)
As Head Teacher	3	30
	5	55
	10	15

Data indicates that majority of respondents 55% were of the view that education managers should have 5 years' experience as head teachers while 30% were in favour of 3 years and 15% respondents had opinion that education managers should 10 years' experience as head teachers respectively.

Table No. 4.7 (b) Experience as Teachers

Category	Duration in number of years	Agreed (%)
As Head Teacher	3	65
	5	25
	10	10

Data shows that 65% respondents are of the view that education managers should have 3 years' experience as teachers while 25% and 10% respondents had opinion that education managers should have 5 years and 10 years' experience as teachers respectively.

4.8 Selection Procedure for Education Manager

The respondents were requested to provide their opinion about selection method for different positions of Education Managers in the proposed Management Cadre. Their opinions are presented in the following table:-

Table No. 4.8 Selection Procedure for Education Manager

S. No	Selection Procedure for Education Manager	%
1.	50% appointment through Public Service Commission and 50% appointment from Head Teachers on seniority basis	60
2.	100% appointment through Public service Commission	25
3.	100% appointment from Head Teachers on seniority basis	15

Data indicates that 60% respondents were of the view that education manager may be selected with ratio of 50:50 by appointment through Public Service Commission and by appointment from Head Teachers on seniority basis. 25% and 15% respondents respectively were of the opinion that all appointment be made through Public service Commission and 100% appointment from Head Teachers on seniority basis.

4.9 Need of Management Cadre

Respondents were asked about the need and duration of management training after selection as education manager in education management cadre. The obtained views of respondents are presented in the following table:-

Table No. 4.9 Need of Management Cadre

S. No	Duration of Management Training	Yes (%)
1.	One month	50
2.	Two months	35
3.	Three months	15

Table 4.9 shows that 50% respondents are of the view that duration of management training may be one month while 35% respondents and 15% respondents respectively are in the favour of two months management training and three months management training.

4.10 Areas of Management Trainings

The respondents were requested to identify priority areas for managerial training for Education Managers after their selection in Management Cadre. Their opinion about various areas of training is reflected in the following table:-

Table No. 4.10 Areas of Management Trainings

Areas of Management Training	Yes (%)	No (%)
Financial Management	81	19
Office Management	80	20
Personnel Management	60	40
Educational Planning & Management	58	42
Academic Management	45	55
Information Technology skill	58	42
Community Participation	55	45
School Management/institutional management	85	15
All Above	90	10

The data shows that as whole 90% respondents were of the view that education managers may be provided training in all areas of management, however the weight age assigned to different areas of training varies. Over 80% respondents viewed that education manager may be provided training in school management, Financial Management and Office Management after selection in Management Cadre. Whereas, 60% respondents had opinion that selected manager may be provided Personnel Management Training. More than 58% respondents had opinion that they may be provided training regarding educational planning and IT skills. Strangely, the majority of respondents did not support the training in academic management and only 45% favored it. Training in IT and Community Participation is however supported by majority (over 55%).

4.11 Probable problem of Management Cadre for teaching cadre

Respondents were asked to give their opinion whether separate management cadre will create problems for teaching cadre. 65% respondents were of the view that creation of separate education management cadre will not create any problem for teaching cadre. While, 35% were of the view that creation of separate management cadre will create some sort of problems for teaching cadre.

4.12 Legal complication of creating Management Cadre

The experience of establishing separate management cadre in the provinces of Sindh and KPK showed that this faced litigation as the existing staff of Education Department approached the court after the creation of Management Cadre and cases are either pending in the courts or decision have been made by Court. In order to avoid legal complication regarding establishment of Management Cadre, an opened question was developed to get opinion of the respondents. The obtained views of the respondents are presented in the following table:-

Table No. 4.12 Legal complication of creating Management Cadre

S#	Reasons for possible legal complication of creating Management Cadre	Yes (%)
1	Non-availability of service structures for Management Cadre	10
2	Education Managers selection quota from PAS/PCS Cadre.	50
3	Neglecting Head Teachers in selection of Education Manager on seniority basis.	40

Data indicates that 50% respondents were of the view that Education Managements selection quota from PAS/PCS Cadre will be major cause of litigation. 40% respondents were of the view that neglecting Head Teachers in selection of Education Manager on seniority basis may also lead to litigation while only 10% respondents were of the view that non-availability of Service structures for Management Cadre may result in litigation in establishing Management Cadre separately.

4.13 Suggestions for improvement of Management Cadre

Since this is a new step leading to a paradigm shift in education service management it was therefore considered appropriate to seek suggestions from the sample population in order to make the new born cadre a worthwhile for the performance of the education sector.

Their opinion is reflected in the following table:-

Table No. 4.13 Suggestions for improvement of Management Cadre

Suggestions for the improvement of Management Cadre	%
Service structure with Job description may be framed	50
Resources may be provided for monitoring and supervision	20
Promotion chances may be enhanced for both teaching and management cadres.	30

Data depicts that 50% respondents were of the view that service structure may be framed and clear demarcation may be made among Management Cadre 30% respondents were of the view that Promotion chances may be enhanced for both teaching and management cadres.

FINDINGS, CONCLUSIONS, AND WAY FORWARD

5.1 Findings

On the basis of data analysis and field observations of the research team members, the following findings were drawn.

1. It was found that Management Cadre has already been established in two provinces. Separate Management Cadre in the education sector stands notified and governing rules framed in Khyber Pakhtunkhwa and Sindh, whereas action is awaited in other provinces and regions. It is encouraging to find that respondents from remaining provinces (Baluchistan and Punjab) and region (AJK) responded positively for the establishment of separate Management Cadre in education sector.

2. The newly established Management Cadre in education sector of KPK and Sindh Provinces indicates the following salient features:-

- Management Cadre includes BS 16-20 Officers at districts level in KPK and BS 17 to 20 in Sindh.
- The separate management cadre leads to professionalization of management of education sector.
- This is a step towards institutionalizing the concept of right person for the right job.
- The cadre has contributed in creating a sense of satisfaction by enhancing promotion opportunities for the existing workforce.

It was also found that majority of the respondents agreed that well structured Education Management Cadre may be established as proposed in NEP 2009. The respondents were requested to explain need of establishing separate Management Cadre. 90% respondents were in favour of creation of Management Cadre while only 10% were against the creation of Management Cadre.

3. While explaining need for creating separate Management Cadre the respondents highlighted various advantages. Over 60% respondents think that Management Cadre would improve the management for achieving the desired objectives of the education service by focusing on learning

outcomes which is ultimate goal of arranging educational facilities. Majority of the population also thinks that separate Management Cadre would be helpful in increasing enrolment and reducing dropout. Further, even political involvement would also be reduced respectively and Management Cadre would be helpful in monitoring and supervision of educational activities.

4. As per opinion of the respondents Management Cadre will improve management of education system. On the basis of data it is concluded that Management Cadre would improve the quality of students learning outcomes and increase sense of responsibility in the system. Further, accountability over 50% respondents opinioned that in separate management cadre the education managers would be more powerful in decision making and able to normalize political pressure in school affairs as compared to present scenario. Similarly, inspection or supervisory visits of the managers would be increased and public would also have access to the officers respectively.

5. Regarding required minimum educational qualification for selection of officers for management cadre, on the basis of opinion of respondents it is found that no less than master degree is the entry qualification for the officers of separate management cadre.

6. As far as experience is concerned it was found that majority of respondents were of the view that Education Managers should possess experience both in school management and teaching. Majority of the respondents was of the view that education managers should have at least 3 years (65%) and 5 years (55%) experience as head teachers. However, 30% and 15% respondents respectively opinioned that education managers should have 3 years and 10 years' experience as head teachers. Further, the education managers should also have at least 3 years' experience in addition to the head teacher.

7. The selection process of officer in Management Cadre was also explored and it was found that most of the respondents were of the opinion that Education Managers may be selected at the ratio of 50:50 through Public Service Commission and by promotion from head teachers on seniority basis.

8. It was found that in Sindh and KPK provinces personnel working in Education Department approached the courts of law after creation of Management Cadre in the provinces being aggrieved of the selection rules for managers. This has resulted in unnecessary delay in implementation of the policy in letter and spirit. In order to avoid legal complication regarding establishment of Management Cadre the respondents suggested that selection quota from PAS/PCS Cadre should be avoided.

9. Regarding provision of training the selected Education Managers the respondents were of the view that training themes may include financial management, school management, office management, personnel management, planning, community participation and IT skills.

5.2 Conclusions

On the basis of findings of the research the following conclusions were drawn.

1. The population in four province and AJK as a whole has supported the NEP provision regarding separation of management and teaching cadre. The Cadre has been already been notified and governing rules have been framed in Khyber Pakhtunkhwa and Sindh, however on the question of quota from teaching cadre or direct recruitment or appointment by transfer there have been problem in implementation and education departments in both provinces have faced litigation resulting in delays in implementation. This issue needs to be deliberated before implementing NEP provision in other two provinces and areas so that smooth implementation is ensured. Action is awaited in other provinces and regions in this regard and the respondents from Punjab, Baluchistan and AJK responded positively for the establishment of separate management cadre.

2. On the basis of experiment done by Sindh and Khyber Pakhtunkhwa education departments regarding separate management cadre in education sector management it is concluded that the structure of the cadre should include positions in BS 16 to BS 20 and all positions are filled on 50:50 between in service teacher/head teachers and direct appointments through Public Service Commission. Appointment by transfer from the existing provincial/federal services must be strictly avoided.

3. Majority of the respondents agreed that well structured Education Management Cadre may be established as proposed in NEP 2009. Management Cadre will have various advantages which include effective management for education delivery, enhancing quality education and learning outcomes, increasing enrolment, reducing dropout out and mitigating political pressure.

4. Education Managers shall possess minimum Educational Qualification of MA (Education)/ M.Sc/MA, M.Ed. These Education Managers must possess experience both in teaching and management.

5. Training is essentially imparted to the selected Education Managers either against direct quota or promotion quota seats in financial management, office management, school management, personnel management, planning, community participation and IT skills.

5.3 Way Forward

5. Management Cadre alongwith ancillary services rules may be established in all provinces/ regions.
6. The feeding cadres to be restricted to education and executive services may not be allocated share in Education Management Cadre
7. Induction into Education Management Cadre may be made both through direct recruitment and by promotion from the existing human resource in education sector.
8. Selected Education Managers to be imparted specialized pre-service and in-service training in financial management, office management, personnel management, planning, community participation and IT skills.

**PROPOSED STRUCTURE
OF
EDUCATION MANAGEMENT CADRE**

S.No.	Name of Post	Method of Appointment	Minimum Qualifications
1	Director Public Instruction (Schools)/Director of Schools (BPS-20)	i) 25% initial appointment through Public Service Commissions ii) 75% promotion from Deputy Directors/EDOs/DE Os	i) Ph.D in Education ii) 13 years experience in Management/Administration <i>OR</i> i) M.Phil in Education ii) 15 Years experience in Management/Administration <i>OR</i> i) MA/MSc & M.Ed/M.A (EPM), MA Education ii) 17 years experience in Management/Administration
2	Deputy Director School/ Executive District Officer (Education)/District Education Officer (BPS-19)	i) 30% initial appointment through Public Service Commissions ii) 70% promotion from Dy. DEOs/Assistant Director	i) Ph.D in Education ii) 8 years experience in Management/Administration <i>OR</i> i) M.Phil in Education ii) 10 years experience in Management/Administration <i>OR</i> i) MA/MSc & M.Ed/M.A (EPM), MA Education ii) 12 Years experience in Management/Administration
3	Deputy District Education Officer/ Deputy Director (BPS-18)	i) 40% initial appointment through Public Service Commissions ii) 60% promotion from AEOs/ Head Teachers.	i) Ph.D in Education ii) One year experience in Management/Administration <i>OR</i> i) M.Phil in Education ii) Two years experience in Management/Administration <i>OR</i> i) MA/MSc & M.Ed/M.A (EPM), MA Education ii) Five Years experience in Management/Administration
4	Assistant Education Officer/ Assistant Director (BPS-17)	i) 50% Initial appointment through Public Service Commissions ii) 50% promotion from senior school teachers on the basis of seniority	i) MA/MSc & M.Ed/M.A (EPM), MA Education

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Questionnaire
for Education Managers /Head-teacher/Teacher
Feasibility Study of Creation of Management Cadre in Education

1. Name of Respondent: _____ Designation: _____
2. Province/Region _____
3. Official Address: _____

4. Highest Qualification: _____ Experience: _____
5. Telephone No. Office _____ Cell: _____

Q.1 The Education Policy 2009 proposed that Management cadre is to be established in education sector. What are your opinions in this regards? Please explain.

1.1 _____

1.2 _____

1.3 _____

Q.2 Do you have any knowledge about the following terms? (Please tick (√) in the relevant box).

a) Management Cadre 1. Yes 2. No

b) Teaching Cadre 1. Yes 2. No

Q.3 Did your province have established Management Cadre in your Province / Region?

1. Yes 2. No

Q.4 If yes, what is present status?

4.1 _____

4.2 _____

4.3 _____

Q.5 If no, what are the main reasons of not establishing Management Cadre so far?
(Please tick (√) in the relevant box).

S. No	Reasons for not establishing Management Cadre	Yes	No
1.	Political interference		
2.	Lack of Government interest		
3.	Bureaucracy involvement		
4.	Unwillingness of Teachers' unions		
5.	Absence of standard procedures		
6.	Any other, please specify		

Q.6 In your personal opinion do you think there is need of establishing Separate Management cadre?

1. Yes 2. No

Q.7 If yes, do you think that officers for the management cadre should be selected?
(Please tick (√) in the relevant box).

S. No	Criteria for establishing Management Cadre	Yes	No
1.	50% appointment through commission		
2.	50% appointment of senior teachers		
3.	50% appointment among head teachers		
4.	100% appointment through commission		
5.	100% selection among head teachers		
6.	50% among Bureaucracy		
7.	100% promotion on the basis of seniority		
8.	Any other, please specify		

Q.8 In your opinion what should be basic qualification for Management Cadre?
(Please tick (√) in the relevant box).

S. No	Qualification of Management Cadre	Yes	No
1.	MA(EPM)		
2.	MA (Edu)		
3.	M.Ed		
4.	Master in Social Sciences		
5.	Master in Natural Sciences		
6.	M.Phill/Ph.D in Education		
7.	Any other		

Q.9 Do you think that management officer may have managerial experience in his/her credit?

1. Yes 2. No

Q.10 If yes, please specify as under?

As Head Teacher

- a) Three Years
- b) Five Years
- c) Ten Years

Q.11 Do you think that Management officers may have teaching experience in his/her credit? (Please tick (√) in the relevant box).

1. Yes 2. No

Q.12 If yes, please specify as under?

- a) Three Years
- b) Five Years
- c) Ten Years

Q.13 Do you think that after selection of officers of management cadre, they may be given mandatory management training? (Please tick (√) in the relevant box).

1. Yes 2. No

Q.14 How much should be the duration of Management Training?

- a) One Month
- b) Two Month
- c) Three Month

Q.15 If yes, what type of management training, please specify areas. (Please tick (√) in the relevant box).

S. No	Areas of Management Training	Yes	No
1.	Financial Management		
2.	Office Management		
3.	Personnel Management		
4.	Educational Planning management		
5.	Academic Management		
6.	Human Resource Management		
7.	Community Participation		
8.	School Management		
9.	All above		

Q.16 In your opinion do you think that separation of Management Cadre is the best tool to compare the efficiency of Education Managers in Pakistan? (Please tick (√) in the relevant box).

1. Yes 2. No

Q.17 If yes, what may possibly be the advantages of establishing separate Management cadre? (Please tick (√) in the relevant box).

S. No	Advantages of separate Management Cadre	Yes	No
1.	Effective Management		
2.	Quality Improvement		
3.	Increase in Enrolment		
4.	Better Supervision		
5.	No political involvement		
6.	Decrease in dropout rate		
7.	Control teachers' absenteeism		
8.	Teachers' satisfaction		
9.	Any other, please specify		

Q.18 In your opinion to what extent management cadre will improve management capability of Education Manager in various areas of management, (Please tick (√) in the relevant box).

S#	Various areas to bring improvement in Management Capabilities	Yes	No
1.	Inspection/supervisory visits become frequent		
2.	Public access to officers for complaints is enhanced		
3.	Education Managers are more empowered		
4.	Political interference in school management affairs is reduced		
5.	Proper accountability system for officers/officials is established		
6.	Any other, please specify		

Q.19 If no, please elaborate some disadvantages

19.1 _____

19.2 _____

19.3 _____

Q.20 In the absence of Management Cadre different problems are being faced by Education Managers in handling management issues? To what extent these problems are important. (Please tick (√) in the relevant box).

S#	Problems faced by Education Managers in Handling management issues	SA *	A *	U*	D*	SD*
1.	Untrained Managers are inexperienced to handle the management issues					
2.	Managers are less confident					
3.	Managers are uncertain about their sudden transfer					
4.	Managers are less empowered					

SA: Strongly Agreed, A: Agreed, U: Undecided, D: Disagree, SD: Strongly Disagreed

Q.21 How do you see the drawbacks of separation of Management Cadre on the performance of Education Managers in education sector? Please elaborate.

21.1 _____

21.2 _____

Q.22 Do you think Separate Management cadre will create problems for teaching cadre?

1. Yes 2. No

Q.23 If yes, please explain.

23.1 _____

23.2 _____

Q.24 The Management cadre will create legal complication for promotion of present officers functioning in education departments. Do you agree?

1. Yes 2. No

Q.25 If yes, how those legal complications can be avoided?

Q.26 Please give few recommendations for establishing a well structured Management Cadre.

Thanks for your co-operation!