

To what extent is Performance Management empowering
a better educational experience in the Pakistani
secondary school sector?

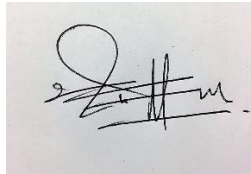
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Liverpool John Moores University for the degree of Doctor of
Philosophy

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DECLARATION

I hereby declare that no portion of this work referred to in the thesis has been submitted in support of an application for another degree or qualification of this or any other university or other institute of learning.

A handwritten signature in black ink, appearing to be 'Maryam Kawsar', written on a light-colored background.

Signed:

Maryam Kawsar

Dedication

Dedicated to my husband, Adnan Haleem

Whose continuous support and struggle made it all possible...

Thank you for holding my hands in realising my dreams...

Acknowledgements

All praise is due to Allah, who gave me the strength to accomplish this significant academic milestone. I cannot thank Him enough for providing me with opportunities to leave my little, isolated hamlet and pursue my dreams!!

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And to my beloved late father!

I know somewhere in heaven; you are proudly smiling down at me. How I wish you were here with us to share this moment!!

I appreciate my family for providing me with unwavering love and support throughout this journey. My husband, Adnan, has patiently listened to all the complaints for hours about the challenges of a PhD for a mom. He never ceased to praise me and was always there to cheer me up when I felt down. Adnan, thank you for believing in me and helping me in every way to achieve my dreams. I love you!!!

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Saadi, my homework is finally done! Annnndddd

you can work on my laptop now!

Abstract

This research explores the ubiquitous role of Performance Management (PM) in enabling a better educational experience in Pakistani secondary education from the perspectives of stakeholders. Pakistan is facing long-standing problems in education in terms of both access and quality of education. Presently, the country has the second highest number of out of school children, while those students enrolled in schools deal with poor learning quality. Due to the increased internal demand for quality education (Aziz et al., 2014) and external pressure for meeting international commitments on education, PM was introduced as a tool to tackle the persistent issues in education (Fancy and Razzaq, 2017; NEP, 2009). This research aims to explore the concept and effectiveness of PM from the perspectives of stakeholders, including school leaders, teachers and education officers in the secondary education of the KPK province of Pakistan.

Drawing on interpretivism as the research philosophy, the study adopts case study methodology. It sought to explore the case “Performance Management” within two units of analysis, two secondary schools in the KPK province. The data collection process involved semi-structured interviews with a total of 31 participants and analysis of relevant documents. The data was analysed using a template analysis procedure.

The findings of the study indicate that participants have understood the purpose of PM introduction into secondary education. They have welcomed it and are optimistic that it would improve the education sector in Pakistan if appropriately followed. To date, there is a significant improvement in visible access-related outcomes like teachers' and students' attendance. However, its influence in improving the learning quality is negligible. This is due to issues in practical implementation and because of the influence of various contextual factors that undermine its applicability in these schools. The whole process in practice is detached from the school's context and has led to frequent quantitative data collection on indicators that count. Based on the insights from the data, a contextual model has been outlined which, along with other factors, identifies ‘religiosity and leadership’ as essential in determining the effectiveness of PM in these schools. It proposes an emphasis on the developmental aspect of PM for bringing individual and school-level improvement.

The study contributes to the existing knowledge on PM from a developing country and a previously untouched context of secondary education in Pakistan. By identifying different contextual factors that influence the effectiveness of PM, this study has practical implications for policy makers to avoid the dysfunctional behaviour of PM in secondary education and push it towards achieving the desired outcomes in quality and access of education.

Table of Contents

DECLARATION	i
Dedication	ii
Acknowledgements	iii
Abstract	iv
List of Tables	x
List of Figures	xi
Abbreviations	xii
Chapter One	1
Introduction	1
1.1 Introduction	1
1.2 Research Background	1
1.3 Overview of Current Literature	4
1.4 Research Aim and Objectives	7
1.4.1 Research Objectives	8
1.4.2 Research Questions.....	8
1.5 Research Context.....	9
1.6 Research Methodology and Research Methods	10
1.7 Significance of the Research	12
1.8 Structure of the Thesis	13
Chapter Two	15
Literature Review	15
2.1 Introduction	15
2.2 The Concept of Performance	16
2.3. Understanding Performance Management	17
2.3.1 Performance Measurement and Performance Management	20
2.4 Effective Performance Management in the Public Sector	21
2.5 The Origin of Performance Management in Education	23
2.5.1 Performance Management in Secondary Education	29
2.6 The Influence of Contextual Factors on Performance Management	39
2.7 Religion, Religiosity, and Organisation Performance	41
2.7.1 Defining Religion, Religiosity and Spirituality	41
2.7.2 The Influence of Religiosity.....	43
2.7.3 Islamic Religiosity, Job Performance and the Research Context.....	45
2.8 The Concept of Leadership.....	47

2.8.1 Leadership and Performance Management in Schools	51
2.9 The Study Context	54
2.9.1 Country Profile	54
2.9.1.1 The Khyber Pakhtunkhwa (KP) Province	55
2.9.2 The Education Provision in Pakistan.....	56
2.9.3 The Structure of the Education System	61
2.9.4 Examination System.....	62
2.10 Performance Management in Secondary Education in Pakistan	64
2.10.1 The Educational Problems	64
2.10.2 The Influence of NPM Reforms, Policy Background and the Initiation of Performance Management	66
2.10.3 Performance Management in KPK Secondary Schools.....	71
2.10.3.1 The Performance Score Card	73
2.10.3.2 Education Monitoring Authority (EMA)	76
2.10.3.3 School Inspections, and Principals and Teachers' Performance	77
2.11 Summary	78
Chapter Three	81
Methodology	81
3.1 Introduction	81
3.2 Philosophical Paradigm	81
3.2.1 Ontology	82
3.2.2 Epistemology	84
3.3 Interpretivism as a Research Paradigm	86
3.3.1. Philosophical Paradigm and Rationale for this Study	87
3.4 Research Approach.....	90
3.5 Qualitative Research	92
3.6. Research Design	94
3.6.1 Case Study Research	95
3.6.2 Rationale for the Case Study Research.....	97
3.6.3 The Design of the Case Study of the Research.....	98
3.6.4 Sampling	100
3.6.5 The Two Units of Analysis.....	100
3.6.6 Limitation of Case Study Research	102
3.7 Data Collection	104
3.7.1 Initial Contact and Gaining Access.....	104
3.7.2 Data Collection Methods	104

Phase 1: Pilot Study.....	105
Phase 2: Document Analysis	105
Phase 3: Semi-Structured Interviews	106
3.7.3 Research Participants.....	108
3.7.4 Ethical Consideration	112
3.8 Data Analysis of the Research.....	113
3.8.1 Familiarity with the Data	113
3.8.2 Generating the Initial Codes	114
3.8.3 Clustering.....	116
3.8.4 Development of an Initial Coding Template	117
3.8.5 Applying the Initial Template	118
3.8.6 Evaluating the Research Quality.....	119
3.9 Summary.....	121
Chapter Four	122
Findings	122
4.1 Introduction.....	122
4.2 Themes Emerging from the Data	123
4.3 Stakeholders' Understanding of Performance Management.....	124
4.3.1 The Introduction of Performance Management in KPK Secondary Schools.....	125
4.3.2 The Practice of Performance Management: Official Rhetoric and Ground Realit	128
4.3.3 Monitoring and Inspection as Tools	130
4.3.4 Performance Evaluation Report	134
4.3.5 The Performance Score Card and Quantitative Measurement Culture	136
4.3.6 The Board Examinations' Results as Measure of Performance.....	140
4.3.7 The Recognised Need for Performance Management.....	144
4.3.8 Summary of the Theme.....	146
4.4 The Influence of Performance Management	148
4.4.1 The Confusion Surrounding the Definition of Performance Management at Grassroots Level	149
4.4.2 The Scope of Performance Management's Influence	152
4.4.3 The Influence of Performance Management on Teachers	153
4.4.4 The Perceived Influence of Performance Management on the Students.....	158
4.4.5 The Influence of Performance Management on the Schools and Education Officers.....	159
4.4.6 Summary of the Theme.....	162

4.5 The Influence of Contextual Factors on Performance Management	163
4.5.1 Parental involvement.....	164
4.5.2 The Need for Management Commitment	166
4.5.3 The Issues of Power and Authority.....	167
4.5.4 The Need for Fair Rewards and Punishments	169
4.5.5 Support System for Teachers	171
4.5.6 Continuous Professional Development (CPD).....	173
4.5.7 The Problem of Resources	175
4.5.8 Personnel/People Mismanagement.....	177
4.5.9 Teacher's Qualifications.....	177
4.5.10. Teachers' Appointments and Frequent Transfers.....	178
4.5.11 The Issue of Senior Teachers	180
4.5.12 Summary of the Theme.....	182
4.6 The Influence of Leadership on Performance Management	183
4.6.1 Perception about the Role of Leadership.....	183
4.6.2 Headteacher's Role in Managing Teachers' Performance	185
4.6.3 Summary of the Theme.....	193
4.7 Self-Responsibility, Morality and Religiosity.....	194
4.7.1 Summary of the Theme.....	201
Chapter Five	202
Discussion	202
5.1 Introduction.....	202
5.2 Research Objective 1: To Explore the Key Stakeholders' Understanding and Perceptions of Performance Management	203
5.3 Research Objective 2: How is the process of Performance Management Accomplished in Secondary Schools in KPK?	208
5.3.1 Monitoring, Inspections and Performance Evaluation Reports	209
5.3.2 The Performance Score Card and Quantitative Measuring Culture.....	211
5.3.3 Board Examination Results	213
5.4 Research Objective 3: To Explore the Perceived Effectiveness of Performance Management in Secondary Schools.....	217
5.5 Research Objective 4: To Explore the Influence of Contextual Factors on Performance Management	221
5.5.1 Parental Involvement and Student Family Background	221
5.5.2 District-level Education Officers' Commitment	224
5.5.3 Power and Authority.....	224
5.5.4 Fair Reward and Punishment Mechanism.....	226

5.5.5 Teachers' Support	227
5.5.6 Professional Development.....	227
5.5.7 Resource Allocation	228
5.5.8 People Mismanagement	230
5.6 Research Objective 5: To Explore the Potential Role of School Leadership in Performance Management	233
5.7 Research Objective 6: The Potential Influence of Religion as a Contextual Factor affecting Performance Management.....	239
5.7.1 Self-Responsibility, Morality and Religiosity.....	239
5.7.2 Religiosity, Morality and Leadership for Performance	243
5.8 Chapter Summary.....	248
Chapter Six	250
Conclusion	250
6.1 Introduction.....	250
6.2 Summarising Findings, Answering the Research Questions.....	251
6.3. Contextualising Performance Management	260
6.3.1 The Contextual Model of PM in KPK Secondary Schools.....	262
6.3.1.1 The Influence of Internal Contextual Factors.....	263
6.3.1.2 The Influence of External Contextual Factors	270
6.3.2 Recommendations for Performance Management in KPK Secondary Education.....	272
6.4. Research Contributions	278
6.5 Future Research Areas and Limitations.....	282
References	284
Appendix A : Primary Gatekeeper Information Sheet	313
Appendix A 1:Emails with Primary Gate Keeper	316
Appendix B : Secondary Gatekeeper Information sheet	317
APPENDIX C1:Participants' Invitation letter.....	320
APPENDIX C2:Participant's Invitation Letter (Urdu Version).....	321
APPENDIX D1:Participant Information Sheet.....	322
APPENDIX D2:Participant 's Information sheet (Urdu Version)	326
APPENDIX E:Consent Form.....	330
Appendix E2:Consent Form (Urdu Version)	331
Appendix F:Interview Guide	332
Appendix G : Conferences' Publications Adopted from This Thesis.....	334

List of Tables

Table 2.1: PM Definitions	19
Table 2.2: Streams of Education in Pakistan	59
Table 2.3: The Education Structure of Pakistan	62
Table 3.1: Demographics of Participants at School level	110
Table 3.2: Demographics of Participants at Official level	111
Table 3.3: Demographic of EMA Participants	111
Table 3.4: The Coding Strategies	115
Table 4.1: Stakeholders' Understanding of Performance Management	125
Table 4.2: The Influence of Performance Management	149
Table 4.3: The influence of contextual factors on Performance Management	163
Table 5.1: Research Objectives and Significant Themes	203

List of Figures

Figure 2.1: Education Officers hierarchy at provincial level	57
Figure 2.2: Education officers' hierarchy at District Level	58
Figure 2.3: Policy Background of the PM in Education in Pakistan	71
Figure 2.4: The Performance Score Card	73
Figure 2.5: Performance of Schools in the Research District.....	75
Figure 2.6: District Performance Score Card ranking illustrating the districts' ranking	76
Figure 3.1: Validity in Case Study Research	103
Figure 3.2: Participants of the Study.....	109
Figure 3.3: Clustering of the Themes	117
Figure 3.4: The Initial Template	118
Figure 4.1: Research Participants.....	122
Figure 4.2: The Performance Score Card	128
Figure 4.3: PM Process in the two units of analysis.....	129
Figure 6.1: The Contextual Model of PM in KPK Secondary Schools.....	2622

Abbreviations

ADEO	Assistant to District Education Officer
BISE	Board of Intermediate and Secondary Education
CPD	Continuous Professional Development
DCMA	Data Collection and Monitoring Assistant
DDEO	Deputy District Education Officer
DEO	District Education Officer
DFID	Department for International Development (UK)
DOP	Devolution of Power
DPS	District Performance Scorecard
EMA	Education Monitoring Authority
EMIS	Education Management Information System
ESR	Education Sector Reform
HRD	Human Resource Development
HSSC	Higher Secondary School Certificate
IMU	Independent Monitoring Unit
KPK	Khyber Pakhtun Khwa
MRM	Monthly Review Meeting
NEP	National Education Policy
NIC	National Identity Card
MPA	Member Provincial Assembly
NPM	New Public Management
NRB	National Reconstruction Bureau
PER	Performance Evaluation Report
PMS	Performance Management System
PSC	Performance Score Card
SSC	Secondary School Certificate

Chapter One

Introduction

1.1 Introduction

This thesis presents the research conducted to explore stakeholders' perceptions about the newly introduced phenomenon of Performance Management (PM) in the secondary education department of the Khyber Pakhtun Khwa (KPK) province of Pakistan. This introductory chapter presents the background of the topic under exploration, sets the context for the research, and outlines the research aims and questions. It then proceeds to highlight the significance of the research, followed by an explanation of the research methods that this research adopts. The chapter also discusses the rationale for this research and ends with a brief overview of the thesis structure.

1.2 Research Background

Pakistan has been facing long-standing problems in education in terms of both access and quality since its independence in 1947 (Amir et al., 2020). Currently, the country has the world's second-highest number of children not going to school, where, according to the latest statistics, 22.8 million (44%) children of ages 5–16 are out of school (UNICEF, 2019). While these statistics are alarming on their own, what is even more noticeable is the poor quality of education that enrolled children are receiving in schools. The quality of education has remained a persistent issue in Pakistani education (Latif, 2009). School students have to deal with poor learning quality and environment (Naviwala, 2016), so that only 43% of boys and 36% of girls aged 5–16 years of children attending the schools could read a sentence in Urdu, which is the national language (ASER, 2017). Whereas the quality education is defined as the “education that is meaningful, relevant and responsive to the needs of individuals and the society as a whole” (Federal Ministry of Education (FMOE), 2016, p.5). Quality education include all the elements that make education meaningful, relevant and

empowering. These elements are identified as: a learner who is motivated and in good health; a school environment that is safe, nurturing and conducive to learning; a curriculum that is relevant and centered around the student; learning materials, such as textbooks; and teaching approaches that are child-centered and utilised by trained teachers (NEP, 2009; FMOE, 2016). According to Aziz et al. (2014), at secondary level, access and student achievement are low both by international standards and in terms of fulfilling Pakistan's overall developmental challenges. A survey conducted by Ailaan (2018) highlights that, in public schools in Pakistan, hardly any learning occurs. The government's limited data on learning outcomes revealed that students lack the cognitive abilities to enable them to prosper individually, for their families, communities, locality and the country as a whole (Ailaan, 2018). Although the country is a signatory to international commitments on education and has a constitution which promises to ensure the provision of quality education to children, it has failed to achieve its targets in education (Mirza, 2016). Overall, education departments' support and supervision of educational quality are inadequate (Campaign for Quality Education (CQE), 2007).

The persistent problems in education are attributed to several factors, including but not limited to inadequate resources and facilities in schools and lack of proper supervision and monitoring (Shah, 2009), lack of skilled and professional teachers, alarming dropout rates, poor supervision (Ahmad et al., 2014), teacher truancy, low efficiency of schools (Nasrullah et al., 2019), etcetera. The lack of proper supervision, management and regular monitoring has led to significant problems in delivering quality education (Kazmi, 2005). With these intrinsic problems, the provision of effective education to students has become a great challenge for the country (Shami and Hussain, 2006). It is not only about satisfying Pakistan's international obligations and its constitutional mandate to provide quality education to all children; it has also become a life-or-death situation for the country (CQE, 2007).

These issues are neither new nor unfamiliar in Pakistan, and various governments have attempted to address them. There is constant internal and external pressure on the country to overcome this educational crisis. Various international countries and organisations have remained interested in improving the country's education

standards because of Pakistan's geopolitical situation (Ahsan, 2005). In trying to overcome the pressure and improve the quality of education, the country has experienced a history of failed educational policies since its independence in 1947 (Ali, 2013; Aziz et al., 2014). Thus, to meet the internal demands and international commitments to education, the country produced Education Sector Reforms (ESR) in 2002 (Fancy and Razzaq, 2017) and a new National Education Policy (NEP) in 2009. While recognising the problems in the education sector, the new education policy proposed setting national standards for education inputs, processes and output. Moreover, by emphasising the initialisation of the monitoring and evaluation process, the policy signalled the ways to introduce 'Performance Management' to improve the country's educational status.

Policymakers around the globe widely use PM as a vital tool for promoting educational improvement, enhancing the level of attainment, and accountability of teachers and school performance (Shaheen, 2013; Jacobsen and Saultz, 2015). Likewise, following the new 2009 education policy guidelines, the Khyber Pakhtun Khwa (KPK) provincial government, in 2013, with the support of international donors, introduced formal PM in the education department to tackle persistent problems in education and achieve the national education targets for access and quality education.

However, while government officials have strong claims about the success of these new reforms, the key stakeholders' (the school leaders, teachers, and educational officers) perspectives on the new PM reforms are missing from this discussion (Ullah et al., 2020). Therefore, this study focuses on exploring the ubiquitous role of PM in enabling a better education experience from the perspectives of school leaders, teachers and educational officers.

1.3 Overview of Current Literature

PM initiation in education is linked to the 1980s global public sector reforms, which encouraged countries worldwide to follow private sector techniques for enhancing public service delivery. Policymakers have regarded PM as a milestone offering solutions to various recurring problems in education (Forrester, 2011; Jacobsen and Saultz, 2015) and enhancing education quality and standards (Cutler and Waine, 2001; Mateos-Ronco and Hernández Mezquida, 2018; Ahmad Dar ,2023). Because of these intended benefits, it is widely used around the globe, including in Pakistan, as a critical tool to improve the quality of the education system, raise the level of attainment, and to make schoolteachers and leaders accountable for their performance in schools (Shaheen, 2013; Mosoge and Pilane, 2014; Janjua, 2019). The implementation of PM in education involves developing accountability and evaluation system for school principals and teachers (Kraemer et al., 2010).

However, despite the laudable benefits of PM as claimed by educational policymakers, its implementation in schools has not proven to be a straightforward process. Researchers have different views regarding the concept, design, process, effectiveness and use of PM in education (Mosoge and Pilane, 2014; Sarrico, Rosa and Manatos, 2012). While the policymakers claim PM as an effective tool that improves the education service delivery, the amount of empirical research has provided contradictory findings.

It is argued that PM by creating a performance-driven culture in schools, helps raise the standards (Page, 2015). It is a mechanism for prioritising learners' needs and professional development by enhancing the quality of teaching, eliminating incompetence whenever it is found (Page,2016b), and promoting better school management. By making teachers and schools accountable for performance according to settled standards, the performance system stimulates them to better performance and improve the quality of education (Mosoge and Pilane, 2014). PM is viewed as a method for assisting schools in improvement by supporting and

advancing the work of teachers. It ensures that attention is directed towards effective teaching and school leadership that, in turn, benefits students, teachers and schools (Cutler and Waine, 2001).

Alternatively, the broad critical research raises concerns over the accountability factor in PM and views it as ineffective in improving the teaching or learning in schools. It is argued that PM in practice creates tension, as external accountability takes away the teacher's professional autonomy (Ball, 2003; Gleeson and Husbands, 2003; Keddle, 2014a). The implementation of PM in schools is the exertion of control over teachers' work (Down et al., 1999) as, in practice, these policies are highly routine orientated for ensuring compliance with external demands; consequently, teachers face continuous surveillance and an enormous amount of scrutiny in trying to achieve the predefined target standards (Gleeson and Husbands, 2003; Ball, 2003; Page, 2016b). This environment of standards and comparisons weakens the teaching profession by taking away its traditional qualities of cooperation, collegiality, respect and professional judgement while introducing a new set of ethics involving intensive competition, mistrust and surveillance (Ball, 2003; Naidu, 2012; Keddle, 2014b; Xuqun, 2021, Daliri-Ngametua et al., 2022).

Apart from its negative influence on teaching, researchers also view PM in schools as distorting the quality of curriculum and pedagogy. PM in education, in general, relies on measuring schools' and teachers' performance based on students' scores in standardised examinations. This reliance on tested scores distorts curricula as teachers and schools adopt various quick-fix strategies to enable their students to attain higher scores in tests and raise the school's performance, as reported by a number of researchers (Brown, 2005; Wilson et al., 2006; Keddle, 2014b; Xuqun, 2021; Taylor, 2023) in various contexts and in the Pakistani context by researchers like Rehmani (2012) and Reba and Inamullah (2014). Further, using the students' academic results as a sole indicator to judge school performance often ignores the contextual realities of schools that might influence the students' performance in these tests. Some researchers (Glatter, 2012; Keddle, 2014b; Ploom and Haldma, 2013; Mpungose and Ngwenya, 2017) have, therefore, questioned it for not accurately reflecting the school's performance.

Research has also highlighted issues in the process of implementing PM in schools. For instance, there is often a concentration on measurement rather than an improvement in the entire process; thus, creating a 'measurement' rather than 'performance' culture in schools (Radnor, 2008). Similarly, the data manipulation and falsification of information to enhance credit or penalty, places an unnecessary burden on teachers in the form of administrative work (Mutereko and Ruffin, 2018). The facilitation of the students in standardised examinations (Ohemeng and McCall, 2013), the intensification of teachers' work (Hargreaves, 2003), and resistance, anxiety, insecurity, intense pressure and stress, demotivation, and loss of self-worth on the part of the teachers (Troman and Wood, 2001; Xuqun, 2021; Sturrock, 2022) are some other issues that have been identified concerning negative influences of PM in schools in the broader literature.

The debate also continues in the wider literature on how to make PM effective in achieving the intended improvement in education while limiting its unintended consequences. In this regard, the importance of the influence of various contextual factors on PM is widely discussed. The debate about contextual factors has gained prominence, with many arguing that schools' internal factors like location, size, characteristics of enrolled students and available resources, etcetera, define the success of PM (Othman and Abd Rauf, 2009; Sarrico and Rosa, 2009; Keddie, 2014b; Mpungose and Ngwenya, 2017; Mutereko and Ruffin, 2018). Similarly, researchers have also identified the influence of external contextual factors like stakeholders' involvement, and wider socio-political and cultural factors on schools' PM (Akkary, 2013; Cunha et al., 2018; Teeroovengadum et al., 2019). However, while the broader literature has explored the influence of internal factors and many external factors like socio-economic and political factors, on school performance, the research on the potential influence of religion as a contextual factor is missing from this debate.

Furthermore, among the internal factors, the central argument for effective implementation of performance reforms at the school level is around the crucial role of school leadership (Busher and Harris, 1999; Eacott et al., 2022). The dominant topic in terms of the leadership role is the dichotomy in the provision of 'authority' to

school leaders in school management. In order to hold the school leaders accountable for performance, the reform promises them authority for managing at the expense of making them accountable for it. However, it is argued that this freedom in reality is curtailed by the performance demanded by the audit culture and excessive surveillance (Keddie, 2014a; Schechter and Shaked, 2017). It is argued that the new reform makes the role of school leaders complicated with regard to trying to balance the external pressure with internal preferences and abilities (Shaked and Schechter, 2016). The success of these performance reforms in schools depends on the school leadership's characteristics, style, and how well they translate and balance the external policies with the internal school environment (Isherwood et al., 2007; Schechter and Shaked, 2017). Literature has also highlighted that leadership is highly contextualised at the school level. Adopting a specific leadership style to bring or enhance performance depends on the specific context leaders work in. Researchers must shift their attention to the role of the school principal in implementing reforms, as turning policy vision into school reality depends on school leadership (Shaked and Schechter, 2016). However, much of the available research on PM has originated from the Western world. Research in the context of developing countries is lacking. Therefore, it is essential to engage in research to unfold the phenomenon in a developing country context like Pakistan. It is within this literature background that the current study explores PM in secondary schools in the KPK province of Pakistan.

1.4 Research Aim and Objectives

This research aims to provide an insight into the phenomenon of PM in secondary schools in the KPK Province of Pakistan. The primary aim of the research is to explore the phenomenon through the key stakeholders' perspectives, including school leaders, teachers and education officials; the people implementing PM in schools who experience it daily.

1.4.1 Research Objectives

By exploring the research topics, the research expects to achieve the following objectives:

1. To explore key stakeholders' understanding and perceptions regarding PM in the Pakistan (KPK) secondary education sector in KPK province.
2. To explore how the process of PM is accomplished in secondary schools in KPK.
3. To explore the perceived effectiveness of PM in secondary schools in KPK province.
4. To explore the potential role of school leadership in the effectiveness of PM in secondary schools in KPK.

In attaining the above established objectives, the research will also attempt to identify if there are any contextual factors influencing PM in the KPK secondary schools.

1.4.2 Research Questions

To achieve the objective of the study the following research questions are posed:

Principal Research Question:

To what extent is PM enabling a better educational experience in the Pakistani secondary school sector?

Sub-Questions:

1. How is PM accomplished in secondary schools in the KPK province of Pakistan?
2. How is the PM phenomenon perceived by KPK school leaders, teachers and other stakeholders?
3. What is the role of the school leader in Performance Management, and how do they create an environment conducive to PM effectiveness in KPK secondary schools?

1.5 Research Context

This study is based on the exploration of PM within secondary education in the Khyber Pakhtun Khwa (KPK) province of Pakistan. It can be argued that the KPK province presents an intriguing case for exploring the research phenomenon. This is because, presently, the province is in the process of major reforms in the public sector to enhance the public sector service delivery. The provision of quality and equitable education is the central manifesto of the newly first-time elected government of this province. In this regard, the government-initiated PM reforms aim to uplift the education status in the province. At this moment, the KPK province is adopting a comprehensive PM system for the provision of public services including education (Janjua et al., 2019). However, while the official statements contain strong claims about the success of PM in education, the perspectives of those implementing these reforms at the school level, including school leaders, teachers and educational officers, are missing from this critical debate (Ullah et al., 2020). Moreover, as pointed out by Ailaan (2018), regardless of some success, the province continues to struggle to deliver good learning outcomes for its students and is still facing a learning crisis. This situation presents an interesting case through which to explore the role of PM in enabling a better educational experience in the KPK province. Finally, and most importantly, being a native resident of the province and having working experience in the education department allows me access to the research site. Additionally, I also understand the specific culture and environment of the area; I believe all these will help me obtain rich data collection for my research.

1.6 Research Methodology and Research Methods

To explore Performance Management, the study is based on a single case study design to achieve an in-depth understanding of PM in schools, within its real-life context.

Concerning this study, the case is PM that will be explored within two units of analysis, the two secondary schools in the KPK province. A case study is deemed suitable as it investigates a specific phenomenon from multiple perspectives within its real-life context (Thomas, 2016).

A case study is chosen when the research is conducted out of interest, as the researcher is interested in understanding a particular case. A case study is preferred when the researcher has familiarity with and intimate knowledge of the case; when a researcher knows and can read the people who inhabit the arena (Thomas, 2016).

The case PM and context was chosen due to my background and academic and professional career.

I am a native citizen of a remote area in the KPK province of Pakistan, where achieving an education is just a dream for many and am also the first female in my distant family to attend college and the first one from my town to enrol at the university. Therefore, throughout my life, I have remained enthusiastic about promoting education in my area. Furthermore, the education crisis in my country, Pakistan, as discussed in section 1.2, the importance of PM in Pakistani education and the fact that PM is a new phenomenon in Pakistani secondary education set the context for the research. Therefore, this study is driven by my interest in exploring the case of PM in KPK secondary education.

In addition, my academic and professional experience played a leading role in developing my interest in the research topic. After completing a BBA honours degree with specialisation in human resource management, I worked as part of a project team within a secondary education department, called the Independent Monitoring Unit (a project developed for improving the performance of schools in the KPK

province of Pakistan). During my job, I observed that, despite all the government attention on managing performance in secondary schools, the system was failing on the ground. This transformed my interest into a passion; I thus decided to resign from the job and explore the issue in depth through a higher research degree.

The decision to pursue research in a business school rather than education was also due to my educational background. During my MBA and BBA, because of my interest in studying human resources in organisations, I had chosen human resource management as my core subject and studied PM as the module. Because of my prior knowledge in this area, I applied specifically for the Education Monitoring Authority (EMA) project in secondary education. Until the first year of my PhD, my understanding of PM was thus based only on management theory background, until the literature search during that year, when I realised about PM in the education context. Hence, my interest in the topic is not only research-oriented but also aims at gaining insight that will feed back into my personal and professional commitments. The research questions stem from my personal desire to understand PM reforms in the secondary schools of KPK.

The secondary schools within KPK province are chosen for two main reasons. Firstly, because I worked in the Education Monitoring Authority (EMA) KPK after my graduation, I developed connections with senior education officers who allowed me access to these educational premises for my research. Secondly, these schools are in my native district. Keeping in mind the hard and vast terrain of the province, physical access was an essential element within the choice of schools for this research; schools that were more accessible and could provide more relevant and adequate information to address the research questions were chosen for the study.

The data collection methods involved semi-structured interviews with school leaders, teachers and education officers, and analysis of documents relating to PM in the KPK secondary education.

1.7 Significance of the Research

Although PM has received significant attention in academic literature (Brignall and Modell, 2000; Ohemeng and McCall, 2013), research on PM policy in public schools is scarce in the wider literature (Ploom and Haldma, 2012; Page, 2016b). Similarly, most existing research about PM in schools is within the context of the Western world and developed countries, whilst research based in developing countries like Pakistan is lacking in the debate (Javdi, 2013; Janjua et al., 2019; Ro, 2022). Furthermore, it has been observed that the majority of the literature is concentrated on PM in higher education, with a lack of research focusing on secondary schools (Moreland, 2009; Page, 2016b). Moreover, despite the importance of the issue, little research has been conducted about PM in public secondary schools in the context of Pakistan within broader literature.

The study will extend the existing knowledge about PM in schools to a new context. It is the first to develop an in-depth understanding of PM from stakeholders' perspectives in the previously untouched context of secondary schools in the KPK province.

Further, the literature suggests that, for exploring the effectiveness of Performance Management, it is essential to focus on understanding the contextual factors that may influence the phenomenon in the given context. The research will contribute by providing a contextual basis for PM in secondary schools in KPK Province of Pakistan. Through this contextualised perspective, it is possible to reveal certain localised factors that influence Performance Management, which is currently under-explored. Further, by exploring the role of school leadership, the research could identify the context-specific leadership practices that could enhance the effectiveness of Performance Management. Overall, by exploring the phenomenon, the research will contribute to broader management research in the Pakistani context. Ali and Brandl (2017) argue for the need of local interpretive research to understand the context-bound nature of HR practices in Pakistan. This research will contribute to the literature by exploring the unexplored role of contextual factors in PM practices in secondary schools in Pakistan.

Through exploring stakeholders' perceptions about the PM process, the study's findings may offer practical implications for policymakers, contributing to government policy in its objectives and international commitments to education. Overall, the research can improve the quality of secondary education in Pakistan by designing a PM model based on ground realities that could raise education standards. In sum, the research is novel and contributes to knowledge because,

1. To the best of the researcher's knowledge, it is the first study to provide an in-depth understanding of new PM reforms in secondary schools in KPK province.
2. It will contribute to the existing knowledge by providing empirical evidence from a relatively new context. Most of the studies on PM in schools have been conducted in developed countries like the UK and US.
3. It is the first study to explore the contextual factors influencing PM in KPK schools. The findings would be of interest to policymakers for improving the process.

1.8 Structure of the Thesis

This thesis is composed of six chapters, which are structured as follows:

Chapter one provides an overview of the research context, research objectives and research questions. This chapter also outlines the significance of the research and gives a summary of the background literature.

Chapter two of the thesis explores the relevant literature in detail. This chapter consists of three main sections; the first section develops an understanding of the concept and models of PM in the broader literature.

Section two of the chapter establishes the context of PM in the public sector through a discussion of New Public Management (NPM), the section then moves on to the debate about the implementation of PM in the education sector within the broader NPM perspective. This section also presents the importance of contextual factors in

the successful implementation of PM in schools. Finally, it explores in detail the role of leadership in the successful implementation of Performance Management.

Section three of this chapter contextualises PM in secondary education in Pakistan and sheds light on the policy background. Overall, in the literature review chapter, I present the critical theoretical debate around PM in education and highlight the gaps in the existing literature.

The **third chapter** is concerned with the methodological approaches used for this study. In this chapter, I first explain my epistemological and ontological stance on the research. Next, I discuss the research methodology, research methods and choices, followed by a justification for the case study methodology and sampling procedures. Finally, this chapter also outlines the practical steps of data analysis and presents the study's limitations.

The **following chapter** of the thesis presents the research findings from the semi-structured interviews and document analysis and develops the themes identified from the data. It looks into the research findings in relation to the research objectives.

Chapter five analyses the themes identified in the research and discusses them in the context of existing research. In doing so, it highlights the significance of the study for available literature and secondary education in KPK province.

Finally, the thesis concludes with a chapter that summarises and brings together the research's main ideas. Then, it develops a contextual model of PM in secondary education in KPK and gives recommendations for policy based on the study's findings. Next, the chapter discusses the contribution of the research, outlines its recommendations and finally ends by offering directions for future research and research limitations.

Chapter Two

Literature Review

2.1 Introduction

The previous chapter presented the aim and rationale of this study. This study aims to achieve an in-depth exploration of PM in the KPK secondary school sector from the perspective of the school leaders, teachers and education officials. The objectives are to investigate the role of the PM initiative in enabling better educational outcomes in KPK secondary schools and garner an insight into the role of school leaders in PM at the school level. The previous chapter also outlined the contribution of the research and presented an overview of PM in public schools.

This chapter presents an in-depth overview of the prevailing literature on topics relating to the research questions and sets the theoretical underpinnings for this study. The chapter comprises three sections. The first section explains the concept and models of PM in the wider literature. The second section establishes the context of PM in the public sector through a discussion on New Public Management (NPM). It demonstrates that PM is an increasingly prevalent phenomenon across segments of the public sector in countries worldwide. The second section also presents literature related to PM in the context of education and public sector secondary schools in particular. Additionally, it discusses the influence of contextual factors, including the role of school leadership and of religiosity as external factors in the implementation of PM in secondary schools in Pakistan. The third section of this chapter provides the context of this research by focusing on Pakistan's education system and structure and sketching out PM in KPK secondary education in the context of existing educational policies. The chapter concludes by providing a summary of the literature.

2.2 The Concept of Performance

The term “performance is frustrating to define”, as few people agree on what performance implies (Lebas, 1995, p.23).

The notion of performance is used everywhere and applies to everything! Car buffs, computer nerds, sports fans, consumer advocates, people or groups doing benchmarking, bosses, Human Resources (HR) specialists, business analysts, they are all defining and comparing aspects of required target performance and real performance delivered (Szigeti and Davis, 2005, p.9).

It might indicate anything from efficiency to robustness, resistance, or return on investment, among other definitions that are never entirely described (Lebas 1995). Because of these different interpretations of its meaning, the term ‘performance’ is difficult to define. According to Forrester (2011), what is meant by ‘performance’ is perhaps debatable and probably viewed differently in different contexts and among diverse occupational groups.

For example, the current meanings of ‘performance’ as derived from Merriam-Webster (n.d., paras. 1, 2, 4), are as follows: “the execution of an action”, “something accomplished”, “the fulfilment of a claim”, “the ability to perform efficiency”. Therefore, performance refers to something that is achieved: the outcomes or the outputs (Forrester, 2011).

Contrarily, Lebas (1995) argues that performance, particularly in the case of management, is not about past achievements as generally believed; instead, performance is about the future, the capacity of the unit being evaluated. However, Armstrong (2006, p.7) argues that “performance is a matter of what people achieve and how they achieve it”. Similarly, the concept of ‘performance’ has been defined by Aguinis (2019) as comprised of two things: ‘Behaviour and Actions’ and ‘Results and Products’. Both of these components are vital as they influence each other.

According to Tangen (2005), how we define performance relies on our perspective. Performance cannot be defined in an objective and absolute term; it is contextual in terms of both its users and purpose (Lebas, 1995). Thomas (2006, p. 19) further explains performance as a ‘subjective’ term.

...much of the literature implies that performance is an objective phenomenon...in reality, however, performance is a social construct...securing agreement on what constitutes performance, especially successful performance, performance is a multi-faceted and subjective phenomenon...an acceptance of ambiguity, contingency, plurality, and controversy can be seen as signs of organisational health, not as signs of confusion, lack of clarity and poor performance...

Blasini and Leist (2013, p.478), define performance as “the degree of achieving company goals or the potential output of all stakeholder-relevant attributes of an organisation”. Performance is “a demonstrative act which embraces results as well as the effective use of appropriate skills, knowledge, competences and behaviours to achieve them” (Forrester, 2011, p.5). From this discussion, it can be argued that the term ‘performance’ is difficult to define and has been viewed differently by various authors in the literature.

2.3. Understanding Performance Management

Just like the debatable term ‘performance’, the concept of PM also remains ambiguous despite its attention in academic literature. There is disagreement among scholars about the precise definition of PM and hence the notion has been defined in various ways by academics. In the literature, the concept of PM is used interchangeably with other related concepts like ‘performance measurement’, ‘performance evaluation’, ‘performance appraisal’, ‘performance review’ and ‘performance-related pay, etcetera (Eddy-Spicer et al., 2017; Mosoge and Pilane, 2014; Ohemeng and McCall-Thomas, 2013).

Armstrong and Murlis (1991 cited in Forrester, 2011, p.5), PM is defined as consisting of “a systematic approach to the management of people, using performance, goals, measurement, feedback and recognition as a means of motivating them to realise their maximum potential”. Aguinis (2013, p.2) defines PM as “a continuous process of identifying, measuring, and developing the performance of individuals and teams and aligning performance with the strategic goals of the organisation”.

These definitions describe the following key two features of PM:

1. Continuous process: PM is an ongoing process that involves setting the goals and objectives, measuring performance, and continuously giving and receiving feedback on performance.
2. Alignment with strategic goals: PM demands managers to ensure that employees' activities and outputs are aligned with the organisation's goals. PM thus establishes a direct link between individual employee performance and the strategic goals of the organisation.

According to Page (2016b), the aim of PM is to integrate the needs of the individual with the needs of the organisation, to embed personal development and improvement with organisational development and improvement via the tools of evaluation, appraisal and capability procedure. From this perspective, PM is thus a strategic human resource development (HRD) function that focuses on individual employees' development and aligns it with the long-term goals of the organisation (Bhattacharyya, 2011).

Traditionally, PM has been used in narrow terms, such as approving compensation decisions or initiating other HR functions like promotion, transfer, etc. (Bhattacharyya, 2011; Cokins, 2009). However, with the realisation that employees are a vital asset and can add future value to the organisation have changed the perspectives of PM. As a result, PM is now viewed as a strategic HRD function. As a strategic HRD function, it involves crucial activities of identifying training needs and providing regular performance feedback to employees to enable them to make informed decisions about career development opportunities (Bhattacharyya, 2011).

PM is concerned with the measurement and review of performance, outcomes and outputs, and continuous development and improvement (Aguinis, 2013). It focuses organisations on results by using performance information in various decision-making (Poister et al., 2014). However, it also considers inputs and values; inputs relate to the knowledge, skills and behaviours of the workforce that are required to achieve results. Additionally, the development of appropriate behavioural competencies within the workforce should support the values of the organisation

(Armstrong, 2006). According to Bouckaert and Halligan (2006), PM is a cycle of procedures and institutional activities. PM consists of three main elements: measurement (collection of data/ information on performance), incorporation (reporting of performance information to stakeholders) and use of performance information in improving decision making, results and accountability.

Table 2.1 below provides some definitions of PM from the wider literature as scholars have defined it within the context of the secondary education sector.

Table 2.1: Performance Management PM Definitions

Source	Definition
(Ploom and Haldma, 2012)	“Performance Management is the process by which an organisation integrates its performance with its corporate and functional strategies and objectives” (Bititci et al., 1997 cited in Ploom and Haldma, 2012 p.169).
(Mosoge and Pilane, 2014)	“Performance Management is an aspect of accountability system whereby teachers within the schools are assisted by their supervisors to attain the standards expected of them” (Mosoge and Pilane, 2014 p.2).
(Liebenberg and Van der Merwe, 2004 p. 262-263).	“A process during which the team leader plans, organizes <u>lead</u> and control the performance of team members...” (Liebenberg and Van der Merwe (2004 p. 262-263).
	“Performance Management is an ongoing cycle that involves the continuous action of planning, monitoring, and review on the part of both the teacher and team leader...” (Haynes, Wragg, Wragg and Chamberlin, 2003).
(Moreland, 2009)	“Performance management is all about celebrating teacher's achievements, valuing their contribution to the profession and helping them develop their skills and career path” (Moreland, 2009 p.762).

By looking into these definitions, it can be stated that scholars like Mosoge and Pilane (2014) and Ploom and Haldma (2013) view PM in schools in terms of measuring and analysing past performance to achieve organisational goals/objectives. Alternatively, Moreland (2009) views PM in education in a developmental aspect, where the focus

is on developing the skills and capacities of teachers to improve future performance. This thesis therefore adopts the following working definition:

PM involves the activities of measuring, analysing, managing and developing individual teachers' and school leaders' performances to achieve a broader organisational educational objective. PM thus encompasses a holistic approach of both measuring past performance and developing strategies for enhancing future performance.

2.3.1 Performance Measurement and Performance Management

Performance measurement and PM are often used interchangeably, although they are distinctly different (Poister et al., 2014). In management research, PM and measurement boundaries are obscure, as various scholars use their standards to define these terms and even use them interchangeably (Brudan, 2010). According to Lebas (1995), performance measurement is about the past, and PM utilises the data to provide information about the future. Radnor et al. (2007, p.393) differentiate the two terms as follows:

Performance measurement is quantifying, either quantitatively or qualitatively, the input, output, or level of activity of an event or process. Performance management is action, based on performance measures and reporting, which results in improvements in behaviour, motivation and processes and promotes innovation.

PM is a comprehensive management tool that attempts to improve an organisation's performance. On the other hand, performance measurement focuses more narrowly on the metrics used to ascertain how an organisation is performing. By definition, performance measurement is more limited, as it focuses on developing measurable indicators that can be consistently tracked to assess progress towards goals (De Lancer Julnes et al., 2008). It provides the basis for an organisation to evaluate how well it progresses towards its planned objectives. Performance measurement is, thus, not an end itself but a tool for more effective management. Performance measurement outcomes indicate what happened, not why it happened or what to

do about it. An organisation must be able to move from the measurement to the management stage to make effective use of its performance measurement results (Amaratunga and Baldry, 2002).

As a result, performance measurement is a sub-process of PM that focuses on identifying, measuring and communicating performance outcomes through performance indicators. Performance measurement is concerned with evaluating results; whereas PM is concerned with taking action based on the evaluation's findings and ensuring that the desired targets are attained (Brudan, 2010). Performance measurements alone can barely lead to organisation learning and improved outcomes. PM systematically uses measurement, data analysis and other management tools to create a performance culture and facilitate the transition from measurement to learning and improving results (Poister et al., 2014).

2.4 Effective Performance Management in the Public Sector

A successful PM System (PMS) is one that offers the organisation accurate, trustworthy and timely data. Such a PMS establishes a foundation for determining what is assessed, how it is measured, and what the outcomes are. It can be said that a PMS is successful when its outcomes improve employee and organisational behaviour rather than simply measuring performance (Javadi, 2013). According to the OECD (1997, p.6 cited in Goh, 2015, p.159), “in an effective PM system achieving results and continuous improvement based on performance information is central to the management process”.

Thomas (2006) argues that defining and securing agreement on what constitutes successful performance in the public sector is more difficult by nature. This is because public sector programmes mainly have more than one goal, and the goal statement tends to be vague, changeable, controversial and often conflicting. In addition, public sector organisations are characterised by having multiple stakeholders, and therefore they can be widely divergent on what constitutes successful performance. Under these specific conditions in the public sector, PM has become a multifaceted and subjective phenomenon. Unlike private companies, where profits and returns on

investment are widely known indicators of success, public organisations' success criteria are numerous and contentious.

In this regard, researchers have paid much attention to investigating and developing comprehensive performance frameworks for the public sector to enhance public sector organisations' effectiveness and efficiency. In the literature, several new PM frameworks have been developed during the last decades to assist organisations in designing and implementing performance systems that examine all aspects of their performance and accurately reflect their objectives. Some of the well-known frameworks are the integrated Performance Measurement System, the integrated framework for performance (Javadi,2013); the Balanced Scorecard (Modell,2012), the performance prism (Tudor,2021) and the Bouckaert and Halligan framework for PM (Bouckaert and Halligan,2006). However, among these frameworks include the three major ES framework that remain popular for development of PM in the public sector (Thomas, 2006; Tudor 2021). The 3Es in the framework are:

Economy: have resources been acquired at least cost?

Efficiency: are the inputs (people, money, supplies) being combined to produce the maximum volume of outputs (goods and services)?

Effectiveness: are the goals of the organisation/programme being met, without undue unintended consequences?

Thomas (2006) further argued that independent of the approach employed, a reliable performance measurement system must have three features: it must be technically valid, it must be functional, and it must be legitimate. In addition to these prominent PM models in the public sector, researchers have also developed empirical models based on the internal and external factors that impact the success of PM in different contexts. For instance, the model developed by Goh (2012) proposed three essential factors for successful implementation of PM in the public sector. These are managerial discretion, a learning and evaluative organisational culture, and stakeholder involvement.

2.5 The Origin of Performance Management in Education

The introduction of PM in the public sector and in education is linked to the 1980s global public sector reforms that were marked as New Public Management (NPM) (Hood, 1991; Ohemeng and McCall-Thomas, 2013). Scholars have outlined the different motives behind the widespread reforms in different public sectors. These new public reforms have been motivated by the issue that government organisations are excessively large, ineffective, inefficient and reluctant to change (Ploom and Haldma, 2013; Van Der Sluis et al., 2015). It is therefore since the early 1980s that the public sector has been under constant pressure to improve its performance and restore the public's brittle trust in public institutions (Gomes and Mendes, 2022; Mather and Seifert, 2013; Othman and Abd Rauf, 2009; Ter Bogt, 2001). According to Mpungose and Ngwenya (2017), the politicians steered the NPM reforms for higher, assessable and evident standards of effectiveness and efficiency to confront the challenges of global competition in a rapidly evolving world. Similarly, many researchers (Modell, 2005; Aranboldi et al., 2015; Hall, 2013) argue that the origin of NPM can be traced largely to the fiscal stress and the widespread myth of public sector wastefulness and inefficiency compared to the private sector prevailing in several industrialised countries in the late 1970s and early 1980s. NPM appeared as a result of the efforts to control public expenditure and exercise managerial control over public services (Modell, 2005; Hall, 2013) as it is driven by results and demands for accountability (Aranboldi et al., 2015; Mpungose and Ngwenya, 2017). Tolofari (2005, p.76) has provided an extensive list of motives behind NPM reforms by classifying it into five categories: "The economic, the political, the social, the intellectual and the technological" (Tolofari, 2005, p.76).

Proponents of the New Public Management describe it as "a paradigm shift from the traditional model" of public administration to a more market-oriented approach to management (O'Flynn, 2007, p.353 ; Hall, 2013). The transition from the term 'public services administration' to 'public services management' was a significant but subtle change in the vocabulary used throughout the public service reform. Broadbent

(2007, p.7) explains that NPM: "...seeks to move away from the notion of administration or stewardship and towards more proactive notions of management; that seeks to adopt market approaches and minimise centralised planning regimes; that it seeks to bring private sector approaches to the management of public services". Verger and Curran (2014) described the reforms as a new approach to public administration that borrows knowledge and experiences from the private sector to improve the efficiency, effectiveness and general performance of public services. As according to Hood (1991, p. 5) NPM in general portrays the marriage of "administrative reform" with "business-type managerialism". According to Tolofari (2005), these are the reforms towards marketisation or the application of business management services to public administration services that influence the way public services are delivered, the accounting of public expenditure and its governance structure.

By looking into the work surrounding NPM reforms, the key features of NPM reforms can be summarised as follows:

- Paying attention to transferring the knowledge and lessons from the private sector to the public sector for better management
- A focus on control and evaluation of inputs and outputs, as well as PM and accountability procedures
- The decentralisation of public services to local or basic unit level
- The growth of marketisation and market-driven competition in public sector organisations for resource allocation.

These features suggest that the primary purpose of NPM is to eliminate bureaucracy's rigidity and monotony.

The theoretical foundations of NPM are rooted in the neoliberalism paradigm, which gained widespread acceptance in many Western countries in the 1980s. It was seen as 'the defining political-economic paradigm' of the time to help restructure and reconstitute essential public services, including education. The ideology of neoliberalism rests on the principles of economic liberalisation and decentralisation,

which include free trade, open markets, privatisation, deregulation and a contraction of the welfare role played by the state (Osborne, 2006; Hall, 2013; Hall et al., 2013; Narayan, 2019; Martinez-Rodriguez and Ritacco Real, 2022).

NPM is widely seen as a global phenomenon. This is because it expanded swiftly from the countries of its origination (Britain and the USA) to other parts of the globe and influenced government policies in both developed and developing countries. Additionally, the spread of these reforms to developing countries is supported by organisations like the Organisation for Economic Co-operation and Development (OECD) and World Bank (Hall et al., 2013; Mutereko and Ruffin, 2018; Allen and Eppel, 2019).

The NPM reforms have taken several shapes and produced a wide range of outcomes, partially depending on the country and sector-specific features and reform traditions. However, regardless of these variations, PM has been the centrepiece of the new public management reforms in its broadest sense (Hughes, 2012; Mosoge and Pilane, 2014; Allen and Eppel, 2019). According to Mateos-Ronco and Hernández Mezquida (2018) and Ploom and Haldma (2013), NPM encouraged the public sector to adopt private sector management techniques and develop Performance Measurement and Management tools to provide public services, like education. Although it is also contended that PM techniques were prevalent in certain factions of local government, such as the UK National Health Service, before the rise of NPM and that, as such, the evolution and focus on PM within the public sector was arguably not entirely due to NPM (Cutler, 2011); nevertheless, there is a general agreement that NPM reforms give popularity to the use of PM in public sectors.

Countries worldwide are interested in public employee PM as part of the NPM reforms because of its connections to fundamental ideas like accountability, transparency, productivity-improved services and even political symbolism (Taylor, 2015; Wang et al., 2017). However, these benefits are reinforced in developing countries where weak public services, insufficient resources, and a lack of trust between government and citizens create a dreadful circle of poor performance and no accountability (De Lancer Julnes et al., 2008).

Modell (2005) asserts that it is reasonably argued that radical NPM reforms have generally entailed a greater emphasis on PM or output control than other control techniques, for instance, the centralised input control through budgetary process or self-management. Public sector officials usually focus on following proper and standard procedures rather than accomplishing the results; the emphasis is on input rather than output. According to Taylor (2015), this mantra of 'managing for results' in the NPM reforms aided in the promotion of PM in the public sectors of many countries worldwide. "If you cannot measure it, you cannot manage it" become a familiar refrain within the government sector. As a result, governments started giving more importance to Performance measurement and reporting. In addition, public sector organisations adopted PM due to NPM reforms to bring accountability, effectiveness and improvement in public sector delivery.

The two key recommendations within the PM systems are, firstly, develop a performance information system that focuses on the results; and secondly, encourage the use of this information by expanding the managerial authority (Moynihan, 2008; Taylor, 2011).

According to Moynihan (2008), the performance information lifts the focus of managers from inputs and processes to results. Additionally, by producing and disseminating the high-level performance data, PM provides the government with common goals to pursue. The performance information provides officials with an understanding of how current management structures can be adjusted to achieve the settled goals, enhancing their ability to make informed decisions and hold managers accountable for the results. The crucial logic behind this claim of expanding authority is that the traditional public sector restrictions have constrained the managers' ability to bring positive change. Traditional management constraints limit their ability to rearrange human and financial resources, even if they have complete information about their operations and a strong desire to improve performance. Therefore, managers will be more likely to perform well if input controls are relaxed in favour of output controls (Moynihan, 2008). The viewpoint is that a performance measurement technique, by setting the targets and using performance indicators, will encourage public sectors towards better performance (Goh, 2012). In this way,

PM is thought to reinforce accountability and improve performance through a focus on increased efficiency and effectiveness within public sectors (Ploom and Haldma, 2013; McGeough and Beck, 2018). The stress on decentralised managerial and financial control in the public sector and the fostering of performance culture have resulted in the increasing use of PM tools. The PM approach has been embraced for its potential capacity to provide critical information, evaluate actions, make better decisions, allocate resources more effectively and strengthen bureaucratic accountability (Sun and Van Ryzin, 2012).

However, designing and implementing a system for this purpose has proven to be a difficult task. The literature has paid great attention to the conceptual and technical difficulties of defining and measuring public sector performance. Studies have also acknowledged the broader social and political consequences of implementing PM (Modell, 2005). Similarly, there is also criticism regarding the effectiveness of PM for encouraging improvement in public sectors. Research has highlighted the negative consequences associated with the implementation of PM in public sectors. The following paragraphs will discuss these negative aspects of PM as highlighted by different scholars.

There are numerous empirical studies in the literature focusing on the use of PM in public sectors to assess performance and manifest accountability by reporting the programme activities. In these connections, studies have assessed the application of PM in a wide range of public sectors services, including health care, policing and education. However, their findings are mixed, and hence the debate on whether PM is bringing improvement in the public sector is continued. The assumption that objective measurement and balanced reporting will solve the public sector's accountability and performance issues and improve public sector services has been questioned by many researchers (Adcroft and Willis, 2005; Goh, 2012; Taylor, 2015). PM in the public sector “has been one of the most praised, criticised, and debated management practices for decades” (Lawler, 1994, p.16).

For instance, as Moynihan (2008) stated, PM reforms rest on the assumption that, once performance information is made available, it will be widely used and result in better decisions because it will foster consensus and drive more objective decision making. However, the information is not objective; instead, it is socially constructed. The information is selected, interpreted and used by actors differently according to their interests. However, the performance information does not inform about the context and implementation that shape this interpretation. As further pointed out by Thomas (2006), the performance information does not certainly lead to better decisions if the actors involved cannot agree on what it tells them about the current performance. However, this social constructionist perspective has been absent from the literature on PM.

Similarly, Adcroft and Willis (2005, p.396) have challenged this widely held view of the influence of NPM on public sector performance by giving examples of higher education and the health sector. They argued that the present systems of PM in the public sector are unlikely to have a meaningful impact on improving services. Instead, the authors point out that the most likely outcomes of using the technique in the public sector are the 'commodification of services' and the 'de-professionalisation' of public sector workers.

Gregory (1995 cited in Hood and Guy, 2004) has criticised the intensive focus on outputs, underpinned by PM within the public sector. According to Gregory, this type of 'control routine' can treat all public services as 'production agencies', whose performance can be easily observed and measured. However, extending this approach to other public services can lead to unintended outcomes, where results and activities are unclear.

Despite these criticisms and the lack of clear evidence on the benefits of Performance Management, public sector organisations continue to invest heavily in it (Goh et al., 2015). The focus on PM due to the NPM reforms continues in specific sectors such as school education. PM in education has thus received significant attention in research and practice. The following sections examine in detail PM in the public sector education, as discussed in the literature.

2.5.1 Performance Management in Secondary Education

This section provides an overview of the broad relevant literature on the initiation of PM in education and its consequent impact as discussed by academics in the context of both developed and developing countries. This is because, as mentioned in section 1.7, PM in the context of Pakistani education is a new phenomenon, and there is a scarcity of research that holistically examines PM in its depth in this specific context. However, the researcher shall draw conclusions from the existing empirical research conducted in Pakistan on the various sub-aspects of PM in education as they are relevant to the wider literature. The overall process of PM and the policy background for its initiation within the context of Pakistani secondary schools will be discussed in section 2.9.

Education, an essential public sector with the largest budgets and number of personnel in most countries has also been influenced by the NPM reforms (Othman and Abd Rauf, 2009; Verger and Curran, 2014). Likewise, these new liberal ideas have influenced the education sector in Pakistan (Rehman and Sewani, 2013). In fact, the theory of NPM has been implemented in the education context more widely than in any other public sector (Mpungose and Ngwenya, 2017). The essential aspects of the NPM educational reform package, which apply equally to schools, colleges and universities, are embedded in three interlinked policy concepts: marketisation, managerialism and performativity. These aspects are weighted differently in different national and local contexts, but they are all interconnected (Ball, 2003). Therefore, although this section explores the PM or performativity aspect of these reforms in the education sector since these elements are interconnected, the researcher shall also mention the other aspects of NPM reforms in education as mentioned above from time to time.

The direct result of NPM reforms in education is that education systems were restructured (Martinez-Rodriguez and Ritacco Real, 2022). More authority was granted to the local governments and school level to manage performance (Ploom and Haldma, 2013; Lundstrom, 2015). The objective and mechanisms of NPM in

education were the same: to introduce managerialism; that is, to manage education rather than to administer it (Tolofari, 2005). The responsibility for the teachers' performance was devolved to the school level (Fitzgerald et al., 2003; Ploom and Haldma, 2013), the institutions were provided authority over planning, budgeting and resource allocation, previously held by local education authorities. As a result, heads and teachers would be held responsible for the quality of their work, which would be measured and inspected using a variety of instruments (Keddie, 2014b; Tolofari, 2005; Gloppen and Novak, 2023).

Advocates of NPM reforms in education stress the advantages of extending more market concepts to frontline workers, arguing that this improves performance, compensation and motivation (Barber, 2001 cited in Gleeson and Husbands, 2003). These reforms are based on the idea that giving schools more autonomy, diversity and choice will stimulate innovation and high-quality teaching while driving up school performance (Keddie, 2014b). A plan within these reforms was to develop a system for appraising teachers and their performance; the purpose was to establish a system that ensures that unprofessional teachers would be removed from the profession as one of the primary reasons for NPM reforms in schools was people's dissatisfaction with teachers' performance and professional work (Fitzgerald et al., 2003). The increasing demands for education quality led governments around the world to use PM under the NPM reforms to improve public sector education delivery (Narayan, 2019). Jacobsen and Saultz (2015), explain that, in the educational context, PM strategies appealed to policymakers because they appeared to be a relatively simple and value-neutral technique compared to other alternatives. The practice became fundamental to shaping and reshaping the nature of educational politics, government education policies and the management of educational outcomes (Narayan, 2019). For over the last three decades, education policymakers around the globe have widely used PM as a critical tool to improve the quality of the education system, raise the level of attainment, and increase the accountability of teachers, schools' districts and schools (Shaheen, 2013; Jacobsen and Saultz, 2015). Likewise, in Pakistan, the policymakers initiated PM in the education department as part of

wider public sector reforms to enhance the country's education status (Janjua et al., 2019). This is because, according to Rehman and Sewani (2013), the education policy-making process in Pakistan is also influenced by this global emphasis on measurement, standards and competition in educational governance. However, while the following paragraphs discuss the influence of these reforms on the educational environment as debated in the broader literature, their consequent influence within the context of the Pakistani educational environment will be discussed in detail in section 2.10 of the thesis.

In education, PM introduced the concept of 'accountability' and 'performativity' and business language terms like 'standards', 'targets', 'benchmarks', 'performance indicators', 'inputs', 'outputs', etc., in such a way that it is presently difficult to talk about education without utilising this kind of language (Fitzgerald et al., 2003; Forrester, 2011). However, PM in schools is not straightforward, with researchers holding different views regarding the concept, process, effectiveness and use of PM in education (Sarrico, Rosa and Manatos, 2012; Mosoge and Pilane, 2014). Policymakers have tended to view PM as a milestone that will offer a solution to many persistent problems in education (Forrester, 2011; Jacobsen and Saultz, 2015) and improve the standards of education and quality in schools (Cutler and Waine, 2001; Mateos-Ronco and Hernández Mezquida, 2018). It is presented as a policy that gives teachers advantages, develops teachers and raises standards in schools (Cutler and Waine, 2001; Moreland, 2009).

On the positive side, PM is viewed as a mechanism to prioritise learners' needs and professional development by enhancing the quality of teaching and eliminating incompetence whenever it is found (Page, 2016b), and promoting better school management. Policymakers perceive that performance management, by linking performance to financial rewards, will act as a motivating mechanism and solve problems relating to teacher recruitment and retention (Cutler and Waine, 2001; Forrester, 2011). The process would aid in creating a performance-driven culture in education and hence raise school standards (Forrester, 2011). This is because, according to Mosoge and Pilane (2014), the rationale for the performance system is to develop an accountability system that enables the government to ascertain

whether teachers are performing according to the required standards. The premise is that holding schools and teachers accountable will cause them to achieve a high level of performance and ensure quality education. This is because, according to Verger and Skedsmo (2021), holding schools accountable for learning standards and the attachment of consequences to their success level encourages school actors to follow more effective teaching methods.

PM is also viewed as a method of assisting schools to improve by supporting and advancing the work of teachers. It ensures that attention is directed towards effective teaching and school leadership that, in turn, benefits students, teachers and schools (Cutler and Waine, 2001). As stated by Isherwood et al. (2007), PM manifests schools' commitment to developing all teachers effectively to assure job satisfaction, high levels of expertise and staff improvement in their chosen profession. A finding of a study conducted by Isherwood et al. (2007) in a special school supported this notion of PM for enhancing teachers' professional development, raising their job satisfaction and raising the school's standards. The study participants predominantly demonstrated that PM had provided them with an opportunity to develop their professional skills, had motivated them to improve their performance and thus had resulted in bringing improvement to the school's standards.

The mixed-method study of Mutereko and Ruffin (2018) in the context of high schools in the uMgungundlovu District of KwaZulu-Natal, South Africa, showed that Performance Management, used as an accountability mechanism, had improved the performance and accountability of the teachers towards the goals of the education department. Similarly, the study findings of Sun and Van Ryzin (2012) indicate that PM matters. While examining the impact of PM on educational outcomes in New York City schools measured by standardised test scores, the researchers concluded that PM practices had improved students' educational outcomes.

Moreland (2009, p.740), in a study conducted in England, found that PM could be "a lifeline for teachers and managers when the schools are in challenging circumstances". It could act to develop teachers' self-esteem via praise and

celebration of their abilities; it could also inform school self-evaluation, allowing senior leaders to increase the effectiveness of underperforming departments. In the context of Pakistan, citing the positive influence of PM in the KPK education sector, Janjua et al. (2019) highlighted the positive impact of ensuring the teachers' attendance, solving the problem of 'ghosts' schools' (schools that exist only on paper but are not functional in reality), ensuring the effective utilisation of public funds and assisting in the provision of essential facilities to schools.

In contrast to these studies reporting positive outcomes of PM in schools, many researchers and practitioners believe that PM is ineffective in improving the quality of teaching and learning (Gleeson and Husbands, 2003). Moreover, the critical literature suggests that, in general, the accountability element of these reforms had little impact on raising the standards in schools. Instead, researchers have raised concerns about the way PM has reconstructed the purpose of schooling, teachers and the teaching profession, as discussed below.

The review of major studies in the area raises concerns about the two main elements of the reforms: autonomy and accountability. It is argued that, in practice, a school's PM creates tension between teachers' professional autonomy and external accountability (Page, 2016b; Wang and Kim, 2022). One of the classic criticisms of implementing PM in education is that it takes away the teacher's professional autonomy (Ball, 2003; Gleeson and Husbands, 2003; Keddie, 2014a). Educational restructuring is a sort of power and tightening of control over the purpose and objectives of teachers' work (Down et al., 1999). This is because, in practice, the policy is highly routine oriented to ensure increased compliance and productivity in response to government demands. Consequently, teachers are now subject to continuous surveillance and endless judgements, comparisons and targets based on their abilities to raise the standards prioritised by policymakers (Gleeson and Husbands, 2003; Ball, 2003; Page, 2016a; Page, 2016b). Under these reforms, teachers are treated as compliant and tightly supervised producers of standardised performances rather than high-skilled, high-capacity knowledge workers (Hargreaves, 2003). The way teachers are commodified in this atmosphere is a prime source of concern, as their job is reduced to how it adds value to or improves the

reputation of the institutions in which they work (Keddie, 2014b). PM thus might be viewed as a method of enslavement, depriving instructors of their professional autonomy (Page, 2016b). Gleeson and Husbands (2003) argued that PM is fundamentally not concerned with improving education; instead, it is concerned with changing the conditions of performance under which professionalism and pedagogy occur. At its ultimate level, the management of performance in education morphs into the management of teaching.

According to Keddie (2014b) studies conducted in the UK, these management and control methods exhibit a very distinct set of ethics to previous professional judgement and cooperation methods. The standards of competition performance are seen as weakening the teaching profession by cultivating a climate of mistrust and surveillance. Teachers believe that current practices do not foster a sense of trust, collegiality or respect among colleagues (Ball, 2003; Naidu, 2012). Instead, PM has intensified teacher competition, with some even fighting for class hours, squeezing out students' free time. Teachers in the same discipline but with different classes become competitors, and combined lesson planning exists in name only. This is because the performance indicators have become guidelines for teachers' actions, shifting their focus away from imparting knowledge and cultivating talent to educational assembly-line operations. Teachers have become operators on the assembly line, teaching students according to standardised requirements rather than their distinct personalities and characteristics (Xuqun, 2021). A study by Down et al. (1999) reported similar concerns raised by a focus group of experienced teachers in Western Australia about school PM policy. The main concerns raised by study respondents were the loss of control over their work and the sense that their "real work of educating children is ignored and undervalued". Teachers understand that PM has been imposed by outside agents and has actively disempowered them by taking control and putting it in the hands of others (Down et al., 1999 p.21).

Teachers who have their professional lives over-examined complain of a loss of autonomy, creativity, flexibility and the ability to exercise professional judgement. As a result, they keep their heads down, suffer alone and avoid working with their co-workers (Hargreaves, 2003). Webb (2005) has also given an example of how such

external measures and intense surveillance have deprived a committed teacher of playing a deliberate role in students' lives. They stated such measures erode the teachers' discretion, resulting in a technocratic pedagogy that overlooks teachers' critical intellectual role in their students' lives. Similarly, the study of Sturrock, (2022) has reported the negative consequences of performative culture on the morale and wellbeing of teachers in England.

Another renowned concern in literature about the influence of the performative environment concerning teachers and teaching is its potential to sabotage the quality of curriculum and pedagogy. The culture of performance, standards and audit is perceived as impoverishing curricula by skewing them towards the measurement of tested subjects. It is argued that the obsession with enhancing achievement on narrowly defined academic examinations has created a situation where 'quick fix' strategies are adopted to boost the test scores in the short term, which has overruled the long-term learning agenda. These points are discussed in detail below:

Adopting PM strategies in education has profoundly impacted the goals schools are expected to pursue. Keddie (2014b) argues that PM in education relies entirely on test score data for mathematics, languages, arts and science. This is because test scores are regarded as more accessible, cheaper and reliable than other data.

The literature suggests that the reliance of PM on tested scores in education has distorted curriculum in two ways. Firstly, many studies document that schools today devote more time to evaluated subjects than non-tested subjects. Secondly, the curriculum is also distorted within tested subjects, as teachers are now placing more emphasis on topics that repeatedly appear on standardised exams (Keddie, 2014; Jacobsen and Saultz, 2015). Within the context of Pakistan, the issue is explained by Rehmani (2003), that exam questions are repeated at least once every three or five years. Furthermore, the exam paper guides are readily available in the market with ready-made answers to questions in previous exams. Teachers and students rely on such guides and memorise their content. Teachers, in actuality, teach for the test rather than for learning.

According to Xuqun (2021), this emphasis on the interim goal of instilling knowledge at the cost of the primary aim of cultivating talent produces results opposite to those planned. According to Keddie (2014a), this situation has resulted in reducing teaching to a 'banking' or 'knowledge transfer model' and side-lining the moral and social objectives of education. Such reductionism and side-lining grievously diminish the creativity, differentiation and student-centredness essential in ensuring quality teaching and learning. Gleeson and Husbands (2003, p.503) assert that "Increasing pressures associated with inspection, assessment, attainment, participation, and retention, often linked to funding, and pay, act to maintain the existential tension between what teachers believe in, and what they have to do".

Mpungose and Ngwenya (2017) express the concern that, within school Performance Management, the emphasis is often placed on the system's outcomes rather than on the processes of learning, teaching, leadership and good governance. "In education, there is, therefore, a sense in which the results in schools are seen as equivalent to the notion of "profit" in private sector organisations. This unjustified emphasis on school pass rates detracts from a holistic picture of the educational system as, according to Thabang Motsohi (2017 cited in Mpungose and Ngwenya, 2017, p.2),

An education system has different components and dimensions. No single performance metric will be able to provide a comprehensive understanding of how the system works and where the fault lines are. A critical understanding of the efficiency of any system involves measuring changes that occur to any inputs while in the system, and the quality of the outcomes.

In the same vein, several authors have also considered several other unintended consequences associated with implementing PM in schools. For example, researchers have argued that, due to the publication of school performance results, often in the form of league or performance tables or annual school examination results, schools and teachers are faced with a considerable amount of pressure. Consequently, they are often engaging in certain practices that are not in the best educational interests of most of their students (Ohemeng and McCall-Thomas, 2013;

Brown and Radnor, 2005; Wilson et al., 2006). Additionally, scholars have also highlighted other unintended outcomes like data manipulation and falsification of information to enhance credit and avoid penalties in South Africa (Mutereko and Ruffin, 2018).

Several empirical studies have explored these unintended consequences of PM in diverse contexts; these include: giving disproportionate attention to those students who are on the brink of meeting the requisite standards; spending enormous time on coaching students about an exam's techniques; narrowing down the curriculum by focusing more on the tested subjects, as reported by Brown (2005), in the context of English primary schools, and focusing on borderline students who can boost important indicators (Wilson et al., 2006). In the context of Pakistan, the studies of Rehmani (2012) and Reba and Inamullah (2014) have reported the tendency towards malpractice and the facilitation of students through cheating during examinations by teachers in their independent studies of assessment practices in the country. However, their studies have reported these findings as general flaws in the education/examination system rather than studying or associating them with performance reform initiatives.

Further to the foregoing, it is argued that this culture of target achievements and standardisation forces educators to organise their work around raising attainment on measures that matter, thereby promoting a "sociality of performativity" (Keddie, 2016, p. 126). A study by Mutereko and Ruffin (2018) confirms this; they found that PM has led high school teachers in South Africa to focus more on measured outcomes and neglect the tasks that are not measured. In addition, the authors report that PM involving a great deal of paperwork creates unnecessary clerical and administrative work for educators, taking away their precious teaching and preparation time. However, they further point out that the unintended outcomes associated with implementing PM do not outweigh its benefits.

Research has also highlighted these issues as relating to the intensification of teachers' work (Hargreaves, 2003): resistance from teachers; the anxiety, insecurity, demotivation and loss of self-worth on the part of the teachers as resulting from the ever-increasing surveillance, measures, judgement and comparisons from distinct

agents (Ball, 2003); and intense pressure, burnout and extreme stress that often forces teachers to leave the profession (Xuqun, 2021). Xuqun (2021) highlights this issue by giving an example of 171 of 189 police officers enrolled in China's Huining county. These officers had previously worked as mainstay teachers at grassroots schools and had left the profession because they could not adapt to the evaluation system. However, in contrast to Xuqun (2021), Mutereko and Ruffin's (2018) study in South African public schools could not find any connection between teachers' burnout and Performance Management. Yet another study, conducted in Belgium by Bauwens et al. (2017), indicates that PM causes teachers' burnout when they perceive the process as unfair. Therefore, they recommend carefully designing and implementing PM with fair outcomes, procedures and treatment of employees.

Considering all of the discussion surrounding PM in schools, it seems that there are debatable benefits and several problems and challenges associated with its implementation. Measuring school performance has become a questionable issue, especially given the potential adverse impact on teachers and schools (Othman and Abd Rauf, 2009).

However, it is worth noting that a great deal of these studies have been conducted in the context of developed countries. The research on the implementation of PM in the context of developing countries is meagre (Javadi, 2013; Ro,2022). PM in the context of Pakistan is a new phenomenon that needs exploration. Within the Pakistani context, no studies have explored the influence of newly adopted PM reforms on teachers' professional lives and/or schooling. The study of Janjua et al. (2019) can be regarded as the only pioneer study exploring the recently implemented PM system of KPK province in Pakistan. However, the study has certain limitations. Firstly, it does not focus exclusively on PM in education in KPK province. Instead, it is a collective study of PM in the provincial departments, thus it does not provide an in-depth exploration of the phenomenon in KPK schools. Secondly, the study is based on an analysis of the documents and published data from government reports. Therefore, it ignores the influence of PM on teachers or school leaders, or officers involved in the implementation of PM in schools. PM is a socially constructed

phenomenon that needs to be explored from the perspective of those experiencing it.

2.6 The Influence of Contextual Factors on Performance Management

Despite the extensive use of PM in the public sector around the world, its efficiency in driving performance improvement has been questioned (Goh, 2012; Goh et al., 2015; Teeroovengadum et al., 2019); as stated by Pulakos and O’Leary (2015) the secret to effective PM is still elusive. The unintended outcomes associated with implementing PM do not outweigh its benefits due to various contextual factors that can influence the successful implementation of PM.

For PM to be effective, attention needs to be given to the identification of contextual conditions that might affect its effectiveness (Goh, 2012). As Haines and St-Onge (2012, p. 1173) argue: “Performance Management effectiveness is not only a function of system design or best practices but also of programme implementation and execution in different organisational contexts”. PM systems are thought to be underperforming due to a lack of awareness of the social context in which they are implemented (levy and Williams, 2014 cited in Haines and St-Onge, 2012).

According to Fryer et al. (2009), each organisation must assess its own PM system, identify problem areas, and choose the best solution. Unfortunately, many organisations do not have the time or resources to conduct an objective assessment of their situation, and instead must rely on a generic solution that does not address their specific issues. Likewise, this contextualised perspective of PM is vital as the attention to significance of contextual conditions is crucial in determining its effectiveness in schools (Bhengu and Myende, 2016; González-Falcón et al., 2019; Myende et al., 2021). Within the literature, scholars have therefore identified and categorised multiple internal and external contextual factors influencing the effectiveness of PM in diverse contexts (Hawke, 2012; Haines and St-Onge, 2012; Goh, 2012; Goh et al., 2015; Gomes and Mendes, 2022). For instance, within the schools’ contexts in England, Keddie (2014a) has identified that factors like school intake, history, its ethos and values, and its access to human and economic resources

affect how well schools are able to handle and meet external performance pressure and expectations. Similarly, students' socio-economic background is identified as one of the determinants of school performance in Portuguese secondary schools by Sarrico and Rosa (2009), and factors relating to school management, teaching and availability of resources are as influential in determining students' academic performance in South Africa by Mpungose and Ngwenya (2017). Likewise, the school's organisational culture, leadership, sufficient resources, and the country's cultural values and political factors have an influence on school performance (Othman and Abd Rauf, 2009).

Pakistan is a culturally diverse country with a large population, distinct social and political history, and rich institutional and religious context (Ali, 2013). Since the exploration of the effectiveness of PM requires the influence of the specific context in which it is applied, this study will attempt to identify any contextual factors that might influence PM in secondary schools in Pakistan. In this regard, in accordance with the research objectives, the following sections examine the potential influence of religion and leadership as contextual factors in PM and their relevance to the present study.

2.7 Religion, Religiosity, and Organisation Performance

The external contextual factors that complement an organisation's internal orientation towards performance are the wider-socio political and cultural factors, including the historical, religious and social dimensions (Akkary, 2013; Cunha et al., 2018; Teeroovengadum et al., 2019). However, among these factors, the influence of religiosity on organisation performance is under researched, particularly in societies and cultures highly influenced by religion (Hage and Posner, 2015; Kissi et al., 2020). This is even though, as highlighted by Rahim Uddin (2019), an organisation's PM policy is influenced by the organisation's national culture, of which 'religion' is an essential element having an impact on organisational culture and performance. Therefore, the following section will explain the concepts of religion and religiosity and its potential influence on organisation PM as well as its relevance for the current research.

2.7.1 Defining Religion, Religiosity and Spirituality

In the literature, the terms religion, religiosity and spirituality are often used interchangeably, even though they are different concepts. This section will therefore develop the definition of religiosity for this research before moving on to discussing its influence on performance as reported in the literature.

As of a result of the vastness of the terms and their debated nature, researchers have proposed various working definitions of the terms religion and religiosity. "Religion is an institution often characterised as a unified system of beliefs combining various creeds, theologies, and doctrines about people's current and eternal destiny as well as people's relationships with themselves and others around them, including friends, enemies, and God" (Hage and Posner, 2015, p.398). It represents a structured order of symbols, beliefs and practices that enables an individual closeness to God and guides individual relationships with others. On the other hand, religiosity is the measurement of religious knowledge, faith, belief and devotion of individuals and the measure of how much they live by and use religion (Holdcroft, 2006). The level

of devotion to one's faith is characterised as religiosity. It is used to describe one's level of practice and commitment to the fundamental tenets of the religion. Bloodgood et al. (2007, p.559) define religiosity as "understanding, committing to, and following a set of religious doctrines or principles".

Wening and Choerudin (2015) have distinguished between religiosity and spirituality, whilst others (Sikorska Simmons, 2005; Brien et al., 2021) have used them interchangeably in their research. According to Brien et al. (2021), both religiosity and spirituality want to develop a relationship with this higher force, but spirituality lacks a clear goal and observable rituals that peers or the community can validate. Because of this distinction, a person can be spiritual but not necessarily religious.

In general, according to Glok and Stark and Glok (1970 cited in Suhartanto and Raksayudha, 2018), there are five dimensions of religiosity: religious beliefs (ideological dimension), religious practice (ritual dimension), religious feelings (experiential dimension), religious knowledge (intellectual dimension) and religious effect (the consequential dimension). Similarly, according to Ghozali (2002 cited in Wening and Choerudin, 2015) religiosity has three dimensions: belief, commitment and behaviour. Holdcroft (2006) mentioned two fundamental dimensions of religiosity: extrinsic and intrinsic. Extrinsically motivated people utilise their religion for their own purposes, such as prestige, sociability and self-justification, and frequently selectively shape a creed to suit their needs. On the other hand, the intrinsically driven person lives their religion, internalises their faith's complete philosophy and goes beyond regular attendance. Based on these dimensions, researchers have designed various scales to measure individuals' levels of religiosity. The following section will explore the influence religiosity might have on individuals and their work performance.

2.7.2 The Influence of Religiosity

Religiosity and spirituality have substantial effects on people's lives. The broader research suggests the religious orientation of an individual has a considerable impact on their personal attitudes, behaviours and decision making. Research on the benefits of religiosity has demonstrated that religious affiliation is a strong predictor of general life satisfaction, a sense of belonging, and a sense of purpose in life (Holdcroft, 2006). Religious beliefs impact people's personalities, behaviour, ethical sensitivity, moral character and value systems to varying degrees (Hage and Posner, 2015). Walker (2003), by reviewing a large number of studies on the intersection of religion and morality, concluded that religious experience is vital in moral functioning.

In their conceptual paper on the influence of religiosity and spirituality on employees' performance, Osman-Gani et al. (2010) stated that as religiosity has an influence on individuals' daily lives, an employee's religious orientation will likely influence their work behaviour to the extent to which they identify with and are an active adherent to a particular religion. Earlier empirical research has also confirmed that an employee's level of religiosity has a considerable impact on their performance. Employees with a high religiosity level will behave differently at work than those with a low one. Employees with a high religiosity tend to have a positive attitude about their professions and co-workers, such as being responsible, tolerant and committed to their work (Darto et al., 2015). If an employee believes that providing outstanding services is consistent with their religious principles and that religion influences the meaning of work (work seen as a 'calling'), they will have a positive attitude towards the job (Sikorska Simmons, 2005). Similarly, as noted by Mzenzi (2022), there are instances where the core beliefs that form the basis of individuals' behaviours and values hold greater power and influence in enhancing individual performance compared than external accountability measures.

The extant literature has also explored the importance of religiosity in affecting employee job performance through job-related attitudes and behaviour, including job satisfaction, organisation commitment and leadership practices in various sectors. The findings of a study conducted by Darto et al. (2015), indicated that religious beliefs had a significant impact on employee performance in NIPA's (National Institute of Public Administration) regional offices in Indonesia. The researchers deduced that, the more religious habits an employee has, the better their performance. Furthermore, the meaning of religion to drive their job and life goals was the most potent component in forming religiosity among employees.

Similarly, the study of Brien et al. (2021) identified the positive influence of religiosity on job performances by enhancing employee engagement. The findings of Suhartanto and Raksayudha (2018) show that religiosity significantly impacts Islamic bank performance in Indonesia directly through enhancing employees' performance and indirectly through employee job satisfaction. Similarly, Kissi et al. (2020) found the significant influence of religious factors on cost and schedule performance in the construction industry in Ghana.

Within the education context, the study Zahrah et al. (2016) reported the positive influence of religiosity (Islamic) on job performance through enhancing work ethics in administrative employees of higher education institutions in Northern Malaysia. Similarly, by examining the influence of religiosity on the cheating behaviour of students in a university in the United States, a study by Bloodgood et al. (2007) found that undergraduate students who attended religious services more frequently were less likely to cheat than those who did not. Within the school's context, a study by Morris (2010) signalled the potential role of religiosity in the higher performance of Catholic schools in the UK. However, in reviewing the literature, no study was found that examined the influence of religiosity on the job performance of school heads or teachers.

2.7.3 Islamic Religiosity, Job Performance and the Research Context

Religion is often considered the fundamental driving reason behind the creation of Pakistan in 1947 (Ashraf, 2018). Even though various scholars and historians have claimed that Pakistan's founding father, Mohammad Ali Jinnah, did not intend for Pakistan to become a theocratic state but rather a place where Indian Muslims could maintain their religious identity, Islam was still portrayed as the sole basis of nationality in the newly founded Pakistan. The moment the country was named the Islamic Republic of Pakistan, the state “made too much of religion in its nationalist narratives” (Jalal, 2014, p.50). Since then, the teaching of religion has been accorded full significance in all institutions of society, including education (Kalhor et al., 2020): “Islam has occupied a central place in Pakistan’s ‘mass consciousness’” (Ashraf, 2018, p.3), influencing every aspect of socio-economic life (Kalhor et al., 2020).

Given that religion is an essential factor of Pakistani society, and that Islam is the dominant religion in Pakistan, it is worthwhile exploring the role of ‘Islamic religiosity’ on employee and organisation performance.

In Islamic philosophy, a job is not just a means of obtaining monetary gains; more importantly, it is a kind of worship aimed at acquiring Allah's blessings. Muslim employees are expected to work conscientiously, with the faith that Allah is continuously watching their actions. The link between 'accountability towards Allah' and fear of punishment and job performance is an appeal to the basic Islamic terminology of ‘Taqwa’, translated as ‘fear of Allah’. ‘Taqwa’ has defined as "to worship Allah and hop for his rewards and avoid wrongdoing for fear of Allah's heavy punishment. It is about individual inner consciousness in the existence of God" (Ab. Wahab and Masron, 2020, p.183). Muslim employees should, therefore, aspire to perform their job ethically. While performing a job, Muslims must do it with ‘*Amanah*’, which means they must do so in an honest, trustworthy and accountable manner (Nik Ab. Rahman et al., 2013; Zahrah, 2016). Al-Amanah thus means to do one’s job or duty with heartfelt and complete responsibility, with total commitment so that better results are achieved than expected (Herijanto, 2022). In their

organisational life, Islamic ideals determine employees' performance in terms of justice, fairness and individual responsibility (Abdul, 2010; Rahim Uddin, 2019).

In addition, the Islamic concept of '*Etqan*' (translated as 'excellence', 'mastery' and 'proficiency') encourages workers to strive for self-improvement to perform better by inspiring them to acquire new skills (Ahmad and Allen, 2015). Based on these findings, organisations should identify strategies for developing the Islamic religiosity of their employees. In this regard, Zahrah's (2016) study, while indicting the significant positive influence of Islamic religiosity on job performance in administrative employees of higher education institutions in Northern Malaysia, suggested the conduction of formal and informal training to inform employees about Islamic work ethics. Moreover, Zahrah's, implied that organisational culture based on Islamic values would enhance Islamic religiosity in employees for effectively performing their job. This is because, according Bloodgood et al. (2007), religious training can influence behaviour by offering a framework for distinguishing right from wrong.

Given the fact that religion is an essential factor of Pakistani society and, as discussed above, it has a role in shaping a person's life and influencing the employee's attitude and work behaviours, it will be worth probing the role of religiosity on performance in secondary schools in Pakistan, and this research will add a new dimension to the existing literature on PM practices in schools. The following section will address the literature surrounding 'leadership' as another essential contextual factor influencing PM and its relevance for current research.

2.8 The Concept of Leadership

Generally, leadership in the public sector is an essential component of good management and good public sector management in particular. The concept of leadership has been defined and discussed in different contexts for many decades. However, there is an agreement that there is no single definition of comprehensive and precise leadership (Mpungose and Ngwenya, 2017). "Leadership as a concept has always been widely written about, probably more so in any other topic in education management... yet it remains elusive" (Earley and Weindling, 2004, p.4). Any attempt to define leadership can become an endless debate in itself (Beattie, 2021).

Different names, concepts and representations of school leadership exist, and they differ depending on language, country, culture and educational frameworks. "School leadership refers to the persons or teams that direct, manage or lead education institutions at primary and secondary levels" (Pont, 2020, p.155). School administrator, school principal and headteacher are all names used to describe the job of the individual or team who leads the school. For instance, In English-speaking countries, the phrase 'principal or headteacher' is used for the school leader, while in Latin America, the 'school director' is the term commonly used for school leadership. The job description of school leaders may involve organisational, pedagogical and instructional responsibilities. Depending on the situation, the school leaders may be called to organise schedules, implement the curriculum-curricular activities, evaluate teachers, and take on financial responsibilities and, in some cases, teaching responsibility (Pont, 2020).

Due to the widely acknowledged importance of school leadership in education, scholars (Murphy et al., 2006; Walker and Ko, 2011) have attempted to characterise school leadership and emphasise its specific features. For instance, Murphy et al. (2006, p.1) state that "leadership is a process, which involves:

- 1) Influence: that is, leadership require interactions and relationships
- 2) Purpose: it helps organisations and people affiliated with them, move towards reaching the desired goals.”

This definition of leadership emphasises that leadership can be shared among various actors, and it is based on the intricate interrelationships between leaders and followers. Similarly, Jantzi and Leithwood (1996 cited in Walker and Ko, 2011) mentioned a set of six generic but critical characteristics of school leadership; these are: 1. Identifying and articulating a vision; 2. Fostering the acceptance of group goals; 3. Providing individual support; 4. Intellectual stimulation; 5. Providing an appropriate model; and 6. High performance expectations.

Although leadership has long been recognised as a critical component of organisational efficiency, interest in educational leadership research has grown in recent decades (Muijs, 2011), due to the changing nature of education systems as a result of New Public Management reforms (Rizvi, 2008). This interest stemmed from a desire to improve the public sector by learning from the private sector, as leadership was considered one of the major factors that made private enterprises more effective than the public sector (Muijs, 2011; Murphy et al., 2006).

Leadership has become a primary topic in education, and it has been identified as a critical element in the effectiveness and enhancement of students’ outcomes (Busher and Harris, 1999; Simkins et al., 2003; Brauckmann and Pashiardis, 2011; Eacott et al., 2022). Leadership has unquestionably become fundamental to schools and their primary ‘reason for existence’, teaching and learning. Furthermore, school leaders have taken on the role of ‘custodians’ in schools, ensuring that quality and equity are maintained (Pashiardis and Brauckmann, 2018, p.486). Leadership is vital in defining school success and student learning. It is the driver of high-performing schools as the headteachers play a critical role in instituting a school culture that focuses on a strong vision for future success (Penlington et al., 2008). Penlington et al.’s (2008) qualitative case study involving 20 schools demonstrating sustained improvement indicates that the school leader establishes such a culture by setting

and communicating a strategic vision and establishing an ethos whereby the teachers welcome change as part of the continuous improvement of student outcomes.

In the literature two specific school leadership models, instructional and transformational leadership, dominate the research relating to leadership in high-performing schools.

Instructional leadership is also labelled as leadership for learning. According to Hallinger (2010), instructional leadership models originated from the early research studies on effective schools in the 1980s. These earlier studies view a strong, directive leadership of school principals, which focuses on curriculum and instruction for effective teaching for students from lower backgrounds. Eacott et al. (2022) define instructional leadership broadly to include all teaching and learning tasks carried out by school leaders.

Alsaleh (2018) asserts that instructional leadership is fundamental to school success. Similarly, Robinson (2010) conducted a meta-analysis study to explore school leadership's direct and indirect influence on student outcomes. Robinson concluded that, the more the school leaders focus their work on teaching and learning, the more they influence student outcomes. Other studies (Hallinger, 2005; Mattar, 2012) have also confirmed these findings on the impact of instructional leadership on student outcomes and suggested that successful schools are led by instructional leaders who focus on enhancing teaching and learning. However, Alsaleh (2018) pointed out that the empirical evidence of the success of instructional leadership is mainly reported from studies conducted in developed countries with decentralised contexts, where leaders have substantial power in managing their schools. On the other hand, evidence backing instructional leadership in a centralised system is limited. Hallinger (2005) conducted an extensive review of the literature on school leadership and concluded that instructional leadership is still alive in policy, research and practice in school leadership and management. In addition, the author argued that the increasing emphasis on accountability for schools in the educational reforms had renewed the interest in instructional leadership.

The second leadership model in the literature relating to high-performing schools is 'transformational leadership'. This leadership strand is also labelled as Change Oriented Leadership (Murphy et al., 2006). Transformational leadership, as introduced by Burns (1978), is a shift from the conventional, authoritarian style to a more collaborative and visionary approach (Acton, 2020).

Transformational leaders attempt to utilise the power with or through other people rather than exercising control over them. It inherits a shared or devolved leadership, whereby the leadership is not the sole domain of the headteacher (Busher and Harris, 1999). Transformational leadership is a useful model for leaders to follow while implementing reforms. Its characteristics of relationship building, and collaboration is crucial for bringing about school improvement (Acton, 2020). Transformational leadership aims to improve the organisation's ability to innovate. Instead of focusing on direct coordination, control, and supervision of curriculum and instruction, transformational leadership seeks to strengthen the organisation's capacity to choose its goals and promote the development of new teaching and learning techniques to achieve those goals (Hallinger, 2010). As stated by Murphy et al. (2006), transformational leadership focuses on the organisational process, i.e., supporting teachers and other stakeholders to become more productive.

However, Brauckmann and Pashiardis (2011) conducted a detailed study of the influence of different leadership styles on student achievements in seven European countries. In their findings, they argued that school leadership is highly contextualised at the system and school levels, and that the 'one size fits all' approach does not work in school leadership. Adopting a specific leadership style to bring out or enhance performance depends on the particular context the leaders work in. They further highlight that school leaders do not work in a vacuum. Instead, their actions are greatly influenced by their perceptions of the specific context they work in; that is, how the school leaders interpret the external environment and legal framework that define their practices. They classify the context into two levels. Level 1 is about system-level variables, which include models of centralisation/decentralisation, and patterns of evaluation and accountability structures in a specific country; level 2 is about school-level variables, which consist

of variables concerning the school's general characteristics and demographic characteristics information.

2.8.1 Leadership and Performance Management in Schools

It is argued that the introduction of NPM in education has changed the position of school principals or leaders (Schechter and Shaked ,2017; Hardy and Woodcock,2022). School principals face new expectations and demands. They are expected to utilise the private sector managerial approach in managing teachers' work. As a result, the role of school principals is now viewed as that of managers and not an educator (Gewirtz and Ball, 2010). According to Golding and Savage (2008), leadership and PM are the two sides of the same coin in many aspects. On the one hand, leadership should be viewed as a function whose primary component is Performance Management, as effectively managing performance is what leaders do. On the other hand, effective PM is achieved only through strong leadership. With this viewpoint, leadership and PM are symbiotic and functionally complementary.

The new educational reforms have expanded the role of the school leaders and have resulted in increased complexity in school leadership (Schechter and Shaked,2017; Hardy and Woodcock,2022).

These reforms are presented to school leaders as a means to improve school performance. In doing so, they must support and develop the teaching and other staff and, accordingly, set clear goals, and then deliver high-quality education according to the goals (Gawlik, 2015). The school principal is consequently held accountable for the school's performance, and responsibilities such as planning, budgeting and evaluations are incorporated into the principal's office to create better conditions for school performance (Jarl et al., 2012). This kind of technical accountability narrows the boundaries of leadership and impedes the leaders' identities (Kim, 2022). For instance, as previously discussed PM reforms in the schools have established explicit, measurable standards for what students must know and achieve. The reforms are often based on developing a curriculum framework that

outlines the knowledge and skills students must acquire in schools, followed by standardised tests to assess the students' progress. According to Cranston (2013), these changes have meant that not only have the roles and expectations of leaders changed, but also the context in which they work. School leaders no longer determine school priorities; these are handed over to them by policymakers for them to act on (Cranston, 2013). This standards-based environment offers little space for schools' values, goals and capacities. Consequently, the role of the school leader becomes more complicated and crucial to balance external pressures with internal preferences and abilities. In this situation, school leaders may be viewed as 'mediating agents', standing at the school doors, translating the external policies to the school environment, and mediating between internal and external stakeholders (Schechter and Shaked, 2017). Leaders become 'doers' to follow externally defined sets of standards and expectations due to fear of punishment, which limits their ability to be creative (Cranston, 2013).

Since the internal and external stakeholders may usually have different and even conflicting goals, desires, opinions, expectations and demands (Thomas, 2006), the role of leadership becomes even more complicated. Therefore, as according to Isherwood et al. (2007), the key to successful PM in schools lies in the quality and characteristics of leadership. Researchers must shift their attention to the role of the school principal in implementing reforms, as turning policy vision into school reality depend on school leadership (Schechter and Shaked, 2017).

Although there seems to be an agreement in the literature that effective leadership is fundamental to school improvement and success and the research in school leadership has become more sophisticated, there is still potential for more research into the relative importance of leadership techniques within specific country contexts. Simkins et al. (2003) highlight that the majority of school leadership research has taken place in Western industrialised countries. The role of leadership and management in schools in developing countries is under researched. Therefore, questions like: How do the school leaders in developing countries bring improvement? How do the assertions and school leadership models formulated in

developed countries apply to developing countries' contexts? still need to be explored. Similarly, the concept of new public management emerged in developed countries; its relevance and feasibility, and the changing role of school leadership due to these reforms are yet to be tested in poor countries, although, it remains increasingly popular among education aid donors (Simkins et al., 2003). The educational reform movement in Pakistan is a new phenomenon, and educators are still trying to figure out what school leadership entails (Rizvi, 2008). Research on how school leaders define and implement PM through their daily practices in Pakistani secondary schools is negligible. This research fills this gap by exploring the role of school leadership in PM reforms in secondary schools in the KPK province.

2.9 The Study Context

This study seeks to explore and understand the phenomenon of PM in the context of secondary schools in Pakistan. Therefore, it would be pertinent to provide an overview of the country, its history, geography, political and education system, and other relevant issues to inform readers about its secondary education system and set the research parameters. This section will also discuss the current status of the research context, which is secondary education, and will provide the policy context for the initiation of the PM in secondary schools.

2.9.1 Country Profile

Pakistan, officially called the 'Islamic Republic of Pakistan', is a country in South Asia. The country came into existence in 1947, when it gained independence from British rule while also separating from British India. Initially, the country was divided into East and West Pakistan until 1971. In 1971, Eastern Pakistan declared separation and became an independent country, Bangladesh. Currently, Pakistan comprises four provinces: Sindh, Baluchistan, Khyber Pakhtunkhwa (KPK), including the newly merged tribal areas, and Punjab. Additional country areas are the federally administered territories of Gilgit Baltistan and Azad Kashmir. The country is geographically situated at a strategically important position, with India to the east, China to the northeast, Afghanistan and Iran to the northwest and west, respectively, while the Arabian sea is to the south (Ali, 2013).

Urdu is the country's national language. However, as the conventional language of the government, English is used in formal written official work. With these two co-official languages, four main provincial languages and different other regional dialects are used in daily communication.

According to the World Bank's statistics for 2020, the country's population is approximately 221 million. Of the total population, 96.28% are Muslim by religion, while Hindus, Christians and Ahmadis make up the rest (Halai and Durrani, 2016).

The constitutional form of government in Pakistan is a parliamentary system of electoral governance. However, in its brief history, the country has experienced several forms of government whereby military dictators have ruled the country for over three decades (Singh, 2021). More recently, the elected government of 2008 marked the first democratic government in the country in 60 years of history to successfully complete its five-year tenure, followed by the second successful transfer of power from one elected government to another in the 2018 general elections. Before these historical moments, the military establishment had never allowed any elected government to complete its tenure (Mariam Mufti et al., 2020). According to Razzaq and Forde (2012), this situation has impeded the country's pace of development by affecting the consistency and continuity of all public sector services delivery, including education. In the education sector, the result was frequent changes in education policymaking because the civil government was repeatedly overthrown, which adversely affected the sector.

2.9.1.1 The Khyber Pakhtunkhwa (KP) Province

This study is based on secondary education in the Khyber Pakhtun Khwa province. The north-western province of Khyber Pakhtunkhwa is Pakistan's third most populous province, with a population of 35 million. The literacy rate of the province is 53% (KP.GOV.PK, 2020). The province shares a 700-km long border with Afghanistan. Since 2001, on-going war against terrorism in Afghanistan has adversely affected the governance of the KPK province (Janjua et al., 2019).

The KP province comprises four geographical zones: the Southern Zone, the Central Zone, the North-Western Malakand Region (which is mostly mountainous, extending where the Himalayan and Hindukush ranges meet), and the North-Eastern Hazara Region (which extends to the Himalayan and Karakorum ranges).

The province is divided into 25 district local governments for administrative purposes. These local district governments have a great deal of administrative power. However, due to a lack of capacity for self-generating revenue, these districts depend entirely on the provincial government for funding.

Khyber-Pakhtunkhwa is one of the most deprived regions of Pakistan and experiences significant barriers to development and economic growth. Moreover, it has become a conflict region and unsettled area in the post 9/11 era. According to Crawford (2011), the armed conflicts in Pakistan, particularly KPK, escalated for two basic reasons. First, the US war in Afghanistan pushed some Afghanistan Taliban and al-Qaeda into KPK (Pakistan-Afghan border) after 2001. The Taliban and al Qaeda then used KPK as a base to plan and conduct insurgency in Afghanistan. Second, the North Atlantic Treaty Organisation (NATO) has used Pakistan as a route to bring weapons and equipment into Afghanistan (Crawford, 2011). Furthermore, KPK is characterised by prevalent poverty and illiteracy rates and significant security challenges. The continuing war on terror in the area escalated the educational problems of KPK province as educational institutions remained the prime targets for militants during wartime (Ailaan, 2018). The recent statistics for 2021 show that the province's literacy rate is 55.3%, compared to the national average of 60% (Abbasi, 2021).

2.9.2 The Education Provision in Pakistan

As per the country's constitution of 1973, education falls under provincial jurisdiction; nevertheless, the federal government is responsible for education policymaking, coordination, curriculum development and setting educational standards, which are to be followed by all the provinces. In the federal government, the Federal Ministry of Education oversees education matters. However, their role is extended to all provinces where the provincial education departments, headed by the Provincial Minister of education, implement the national education policies. For administrative purposes of policy implementation, the work of the provincial education department is further extended to district and local education departments. At the district level, the District Education department is in direct contact with schools and has responsibility for the supervision and management of schools within the district. The District Education department is headed by the District Education Officer (DEO) (Shah, 2009). The education in KPK province is thus

provided through the provincial department for education and 25 local District Education departments. Figures 2.1 and 2.2 below illustrate the hierarchy of education officers at the provincial and district level, respectively.

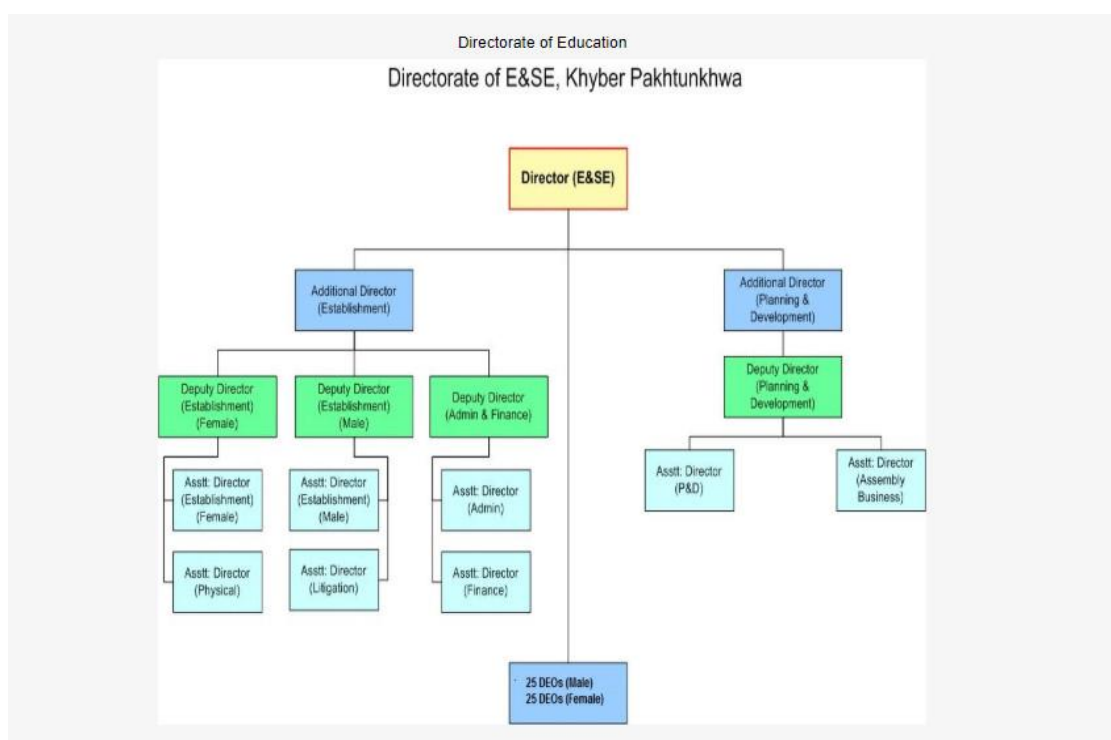


Figure 2.1: Education Officers' Hierarchy at Provincial Level

Source: Education Department

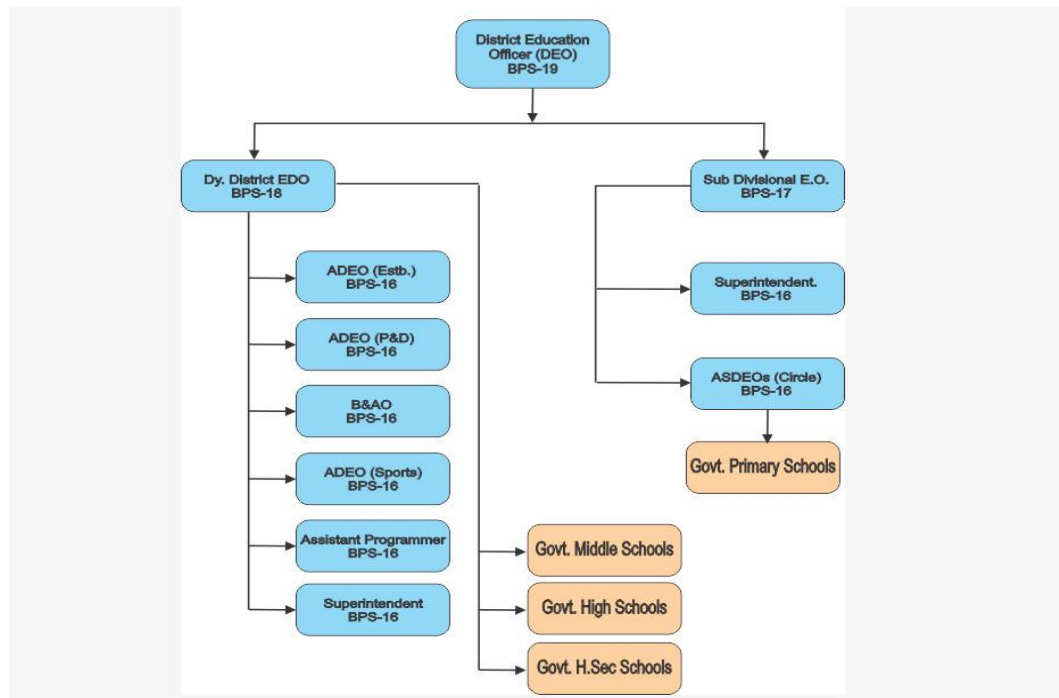


Figure 2.2: Education Officers' Hierarchy at District Level

Source: Education Department

In Pakistan, education is provided through three distinct streams: the public sector, private sector and madrassa (Religious Islamic Schools) sector. Public sector education is administered, regulated and financed by the federal and provincial governments. Many children residing in rural and semi-urban areas and belonging to the lower and lower-middle-class attend public schools that offer free education till Secondary School Certificate (SSC). However, these public sector schools are characterised by a lack of provision of quality education.

On the other hand, the private sector schools are privately owned by individuals or organisations. These schools vary in terms of provision of education quality; some schools, while charging a high fee, target the country's upper and upper-middle-class society. On the other hand, there are also low-cost private schools, and, while the provision of quality education in such schools is no better than in the public schools, they provide a better infrastructure than in the public schools. These schools also vary in terms of curriculum and offer either a national or an international curriculum. The high-cost private schools are equipped with trained and qualified teachers and essential advanced facilities. The private sector has recently seen exponential growth

in urban and rural areas of the country (Razzaq and Forde, 2012). However, the private sector cannot meet the country's educational needs, and almost two-thirds of school-going children still go the government/public sector schools (CQE, 2007). Philanthropists from different countries largely support the third stream (Madrassa Education); the students are primarily from low-income families. Their curriculum is based on religious beliefs in order to produce religious scholars. They prefer religious education for two main reasons: firstly, it is free and provides free food and daily living; second, the students can serve religion after completing their education (Farooq and Kai, 2017; Ashraf, 2018).

Table 2.2 below present the streams of education in Pakistan and illustrates the key characteristics of each.

Table 2.2: Streams of Education in Pakistan

Public Education	Private Education	Madrassa Education
Publicly funded Enrolment mostly from lower socio-economic background Centralised Curriculum Centralised Public Examination at different level	Privately owned by individuals/trusts/organisation Fee usually much higher than public schools Enrolment from middle to high socio-economic classes for different institutions. Centralised/Decentralised curriculum	Privately owned and funded No fee and free food and boarding Enrolment from lowest socio-economic background No regulations for curriculum, teaching, or examinations in general Some madrassa affiliate for centralised examinations and curriculum

Source: Developed by author

The three streams are distinguished based on the curricula taught, the instructional strategies, fee structure, enrolment clientele and the funding source. The public sector schools are administered, regulated and financed by the national-, provincial- and district-level governments through the Ministry of Education, Education Department and Directorate of Education. The students at these schools are primarily from the poor and lower-middle socio-economic families of the society. The government has centralised and controlled the curriculum, which includes secular subjects such as language acquisition, mathematics, science, and religious instruction in the form of Islamic studies.

2.9.3 The Structure of the Education System

The education system is structured into three main tiers within public and private schools, the elementary level, secondary education and higher education, as described below.

- At the elementary level, seven years of education is imparted to children of age group 4-14 in primary schools within two stages (Primary level, grades 1-5 and Middle level, grades 6-8).
- Secondary education for the age group 15-18 is completed in two stages: secondary education and higher secondary education. The secondary education class, grades 9 and 10 for age groups 15 and 16, is delivered in secondary schools. Higher secondary education, which consists of grades 11 and 12 (age group 17 and 18), is either imparted in higher secondary schools or intermediate colleges.
- Following secondary education is higher education, which starts after the completion of grade 12 and comprises undergraduate (four years) and master's (two years) degrees.

Since the focus of this study is secondary education, it will be pertinent to extend the discussion about it to provide basic information.

The medium of instruction at the secondary stage in most schools is Urdu, except in English medium schools. At this stage, subjects like Urdu, English, Pakistan Studies, Mathematics and Islamic Studies are compulsory. In addition to these requisite subjects, students have to opt for broad subject choices from three primary groups: science, arts and humanities, and, more recently, computer science. These choices determine the student's direction for their future career. Student performance in secondary schools is assessed in general examinations conducted throughout the country at the end of this stage, determining each student's future subject choices

and professions (Shami and Hussain, 2006). Secondary education is considered a turning point in students' lives as the successful completion of secondary education decides their future. Education at this level is expected to prepare students intellectually, morally, and physically for their future life and foster a child's complete development as an individual and patriotic citizen (Shah, 2016).

Table 2.3: The Education Structure of Pakistan

Elementary Education	Secondary Education	Higher/Tertiary Education
Stages Primary Stage (Grade 1-5) Middle Stage (Grade 5-8) Medium of instruction (Urdu/regional languages in public schools, National Curriculum	Stages Secondary Stage (Grade 9-10) Higher Secondary Stage (Grade 11th and 12th) National curriculum and Urdu as medium of instruction in public schools High stake Standardise Examinations Choices of Subjects	Undergraduate, Graduate and Postgraduate programs of studies in general and professional education. Age 18 plus National regulations for curriculum, Managed by Higher Education Commission (HEC)

Source: Developed by author from Shami and Hussain (2006)

2.9.4 Examination System

In Pakistan, the external examinations start at the secondary education level. These examinations are termed Secondary School Certificate (SSC) at the secondary stage and Higher Secondary School Certificate (HSSC) at the higher secondary stage (Rind and Malik, 2019). These high-stakes examinations are administered by over 20 examination boards in the country, which are known as Board of Intermediate and Secondary Education (BISE) (Burdett, 2017).

The results of these examinations become the criteria for admission to higher secondary schools and colleges. This impact is further enhanced as in these institutions the subject options, which affect career choices later, are linked with the performance in the SSC examination. After two years of higher secondary schools, the students are put forward for another public examination, which is called HSSC (Higher Secondary School Certificate); the achievement in this examination determines which professional college or general education college or university a student can join. The regional boards (BISEs) arrange both of these examinations (SSC and HSSC). The private institutions also register with local examination boards in order to enter their students in public examinations at different levels. The national Bureau of curriculum in the Ministry of Education administers the development and design of the national curriculum up to secondary level, while textbooks are developed and published by Provincial Textbook Boards in all four provinces and these textbooks are used for teaching as well as the setting of papers for public examinations.

2.9.5 Higher Education

The universities, professional colleges and general colleges either affiliated to or part of different universities provide higher education. Universities are autonomous bodies chartered by central or provincial governments. They have their own governing bodies such as academic councils, syndicates or senates. The required control of quality assurance, training, professional development and support for research and development is provided through the HEC (Higher Education Commission).

Up to this point, the section has provided an overview of the country's background and its education system. Since this research aims to explore the phenomenon of PM in the context of secondary schools in the KPK province of Pakistan, the following section will explore the emergence of PM in the country's secondary education system. Following that, the current practice of PM in secondary education of KPK province will be explored.

2.10 Performance Management in Secondary Education in Pakistan

The introduction of PM into the education system in Pakistan can be linked back to persistent problems in the country's education and the resultant internal and external pressure on the country to improve the education status and to the influence of the global NPM reforms in education policymaking. These are discussed in detail below.

2.10.1 The Educational Problems

Pakistan is suffering from long-standing problems in education (Aziz et al., 2014; Naviwala, 2016). Currently, the country has the world's second-highest number of children not going to school; according to the latest statistics, 22.8 million children of ages 5-16 (UNICEF, 2019) are out of school. According to Ailaan (2018), these statistics are alarming on their own; nevertheless, what is even more disquieting is the quality of education that enrolled children are receiving in the schools. It is further argued that little learning occurs across the country in the schools, in both the private and public sectors (Naviwala, 2016). As highlighted by ASER (2017), children attending school face a poor quality of education, so only 43% of boys and 36% of girls aged 5-16 years could read a sentence in Urdu, which is the national language. It is apparent from the government's relatively limited data on learning outcomes that Pakistani students lack the cognitive abilities they require to prosper individually, for their families, communities, locality and the country as a whole (Ailaan, 2018). In particular, the public sector schools are not satisfactorily responding to the needs of society because these schools are poorly managed and financed (Shah et al., 2014).

The public sector schools are characterised by poor infrastructure, with schools even without any basic facilities like boundary walls, drinking water and electricity (Latif, 2009). The unavailability of basic facilities along with the 'ghost schools' (schools that

are budgeted annually but are non-functional as the students and teachers in these schools exist on paper only) (Latif, 2009), and 'ghost-teachers' (teachers who are employed and exist only on paper) are contributing to the lack of access to education in the country. Additionally, factors like lack of skilled and professional teachers (Ahmad et al., 2014; Khan, 2015; Mirza, 2016), lack of learning resources in schools (Uddin and Tahir, 2014), and lack of proper supervision, management and regular monitoring have contributed to significant problems in delivering quality education (Kazmi, 2005).

According to Naviwala (2016), the education situation in Pakistan is particularly concerning because it intensifies many of the country's other issues. The consequences of leaving the education system in its current shape cause many challenges for Pakistan, both internally and externally (Richter, 2018). Internally, the poor standard of education in Pakistan complicates efforts to develop skilled professionals to solve the country's numerous public policy issues. The economic, political and social progress of Pakistan appears to be suffering as a result of this (Shah et al., 2014). Furthermore, young people with insufficient education have difficulty finding work and can be attractive recruitment targets for violent groups (Naviwala, 2016; Richter, 2018). Externally, the global community views Pakistan as a terrorist breeding ground, hence exerting pressure on the Pakistani government to tackle the root problems and improve the education status (Richter, 2018).

In this connection, there is constant internal and external pressure on the country from various countries and international organisations to overcome this educational crisis. Various international countries and organisations have continued their interest in improving the country's education due to its geopolitical situation (Ahsan, 2005). In trying to overcome the pressure and improve the quality of education, the country has a history of failed educational policies since its independence in 1947 (Ali, 2013). Since its independence, the country has formulated eight major education policies and nine five-year plans that attempted to address the issues and problems relating to education (Shah, 2016). However, these policies failed to achieve the objectives, and the education problems discussed earlier still exist. In this commitment to meet the international commitments to education and solve the persistent problems in

education, the country formulated a new education policy in 2009, called the National Education Policy 2009 (NEP, 2009), which emphasised on accountability mechanisms (Performance Management) to solve the problem of quality in education (NEP 2009; Haider Fancy and Razzaq, 2017). The following section details the policy background for the introduction of PM in Pakistan's education system.

2.10.2 The Influence of NPM Reforms, Policy Background and the Initiation of Performance Management

The changes in the global education arena, including the emphasis on measurement, standardisation, competition and decentralised educational governance, also affected the education policies in Pakistan (Rehman and Sewani, 2013). It is thought that the existing highly centralised educational system is obstructing the efficiency and efficacy of service delivery at the grassroots level. Since 1947, successive governments have tackled this issue in their policies and plans. Since then, education policies have recognised the importance of decentralising power and authority and have periodically recommended decentralisation techniques. Nevertheless, education in Pakistan remained centralised at the federal and provincial levels until the devolution plan in 2001 (Agha Khan University, Institute for Educational Development (IED), 2003). In the centralised set up, the Federal Ministry of Education was responsible for developing education policies and plans. The provincial governments acted as implementing agencies rather than taking independent actions for education development in their respective provinces (Simkins et al., 2003). While conducting a comprehensive review of the seven national education policies starting from the 1959 report of the Commission on National Education to the National Education Policy of 1998-2010, Jaffer (2010) argues that, although policies makers have been engaged in intermittent discussions about decentralisation, school inspections or supervisions in these policies, there is no evidence of any clear guidelines or instructions and criteria relating to this issue. It was the decentralisation reforms of 2001 and subsequent education sector reforms

(ESR, 2001), under the influence of global NPM reforms, which set the road for the introduction of PM in the education system of Pakistan.

According to Rehman and Sewani (2013) in Pakistan, officially, the decentralisation reforms were implemented by the then president, Pervez Musharraf, in 2001. After taking power in 1999, the military general presented decentralisation of power to the grassroots level in its seven-point agenda. For the specific purpose, a separate unit called the National Reconstruction Bureau (NRB) was established. The NRB presented the country's first-ever comprehensive decentralisation plan, called the Local Government Plan, in 2000. The objectives of the devolution plan as mentioned by NRB were:

To restructure the bureaucratic setup and decentralize the administrative and financial authority to the district level and below and refocus administrative systems to allow public participation in decision-making with improved monitoring system at local council's level (Muhammad Khan and Mirza, 2011, p. 150).

In the education sector, these reforms aimed to restructure the centralised bureaucracy that organises the education sector. The objective was to devolve the decision-making to district-level management and increase local autonomy to enhance efficiency (Rehman and Sewani, 2013). Under the new devolution system, the federal government remained responsible for developing national education policies, addressing quality, equity, and access issues in education, designing the curriculum, defining the required teaching qualifications and pay level, and designing national assessments to judge student performance. The decentralisation reforms authorise the provincial governments to formulate provincial-level education plans in light of national education policy, to coordinate with federal- and district-level government for the implementation of the reforms and curriculum, to ensure the national targets' achievement of equity, access, and educational quality, and to arrange the pre- and in-service training for the teachers. The district's offices were granted financial authority and authority to plan, monitor and evaluate the education system at the district level. The districts are now authorised to determine their spending on education and generate additional revenue besides the funds

transferred by the federal and provincial governments. District-level officers are now in charge of the salary and management of teaching and non-teaching staff in schools. The formal implementation of DOP (Devolution of Power) was initiated on 14th August 2001 (Dawood, 2003; Shah, 2009; Muhammad Khan and Mirza, 2011). However, the inadequate potential of educational managers at the district level cast doubt on the early phases of decentralisation's success (Rehman and Sewani, 2013). The study conducted by Muhammad Khan and Mirza (2011) showed that, although authorities were transferred from the province to the district administration, most academic, administrative and financial powers remained concentrated with high-level district officers.

After the failure of the 2002 reforms, the next step taken towards centralisation and initiation of PM in education was through the new national education policy in 2009. The NEP, (2009) recognised the role of accountability and evaluative mechanisms (PM) in improving the education status of the country and suggested the development of a comprehensive system for enhancing the educational attainments in the country. The following clauses of various sections of the NEP 2009 highlight the need to develop a PM system in the country's education sector.

1. While citing the causes of the poor education status, clause 29, p.12 states, "A key deficit is absence of clearly articulated minimum standards for most educational interventions and their outcomes. Even where these are established, there is no measurement or structured follow up. As a result, impact of the interventions remains subject to anecdotes or speculation and the true picture never emerges..."
2. While adopting the vision of the education sector, the policy stated the objectives of the new policy. Objective 10, as stated in the policy on p.18, suggested a performance system "To revive confidence in public sector education system by raising the quality of education provided in government-owned institutions through setting standards for educational inputs, processes and outputs and institutionalizing the process of monitoring and evaluation from the lowest to the highest levels".

3. In pursuit of the country's two overriding objectives, 1) widening access and 2) improving quality, the policy affirms these actions:
 - National Standards for educational inputs, processes and outputs shall be determined. Policy Action 7, p. 19: “A National Authority for Standards of Education shall be established”.
 - Policy Action 8, p. 20; “Provincial and district governments shall establish monitoring and inspection systems to ensure quality education service delivery in all institutions”.
4. While recognising the political influence in education, the Policy Action 2, p. 29 states, “Education sector management shall be left to the Education managers without any intervention from politicians and bureaucrats; then the education managers shall be held responsible for outcomes”.
5. Policy Action, p. 29: “A National Standards and Certification Agency for EMIS shall be established to set, monitor and evaluate the quality of education, data collection, analysis and use across all levels and tiers of the education management”.

Following the National Education policy 2009, the 18th amendment to the constitution was passed by Parliament that formally decentralised the education system to the provinces. The 18th amendment is viewed as the major paradigm shift in the country's education history. The amendment decentralises the education system by reducing the federal government's role and expanding the provincial governments' jurisdiction in education despite the concerns over the limited provincial capability (Fancy and Razzaq, 2017). The amendment led to the abolishment of the Federal Ministry of Education and gave the provincial educational authorities full autonomy. In the new arrangement, curriculum, syllabus, planning, policy, centres of excellence and standards of education all fall under the jurisdiction of the provinces (Siddiqui, 2010).

Following the 18th amendment, a joint declaration on education was signed by the provincial authorities in the prime minister's presence in September 2011. In this declaration, the provinces reaffirmed their commitment to education as set by the National Education Policy 2009. Furthermore, they agreed that: 1) The provinces

shall develop an action plan, raise allocations, set priorities, and provide implementation strategies in order to achieve the national goals and international commitments, including targets of Millennium Development Goals (MDGs) and Education for All (EFA). In addition, a national education conference shall be arranged each year to review the progress of the provinces towards the national objectives (Joint Declaration on Education, 2011). However, despite the articulation of the need for performance standards and measurement in NEP (2009), the country up to this time had no predefined national standards in education. The absence of clearly articulated and agreed upon minimum national standards for quality education leaves the education system without a basic framework for setting targets and evaluating attempts at improvements in education quality. Therefore, in the subsequent annual meetings of provincial authorities, the federating units decided to develop the country's first-ever 'national standards for quality education'. The 'minimum standards for quality education' formally institutionalised PM in Pakistani public sector schools. These standards indicated the critical elements of quality education in Pakistan and provided the basis for assessing the schools' and teachers' performance. The National Education Policy 2009, describes clear outcomes associated with the adoption of standards-based education, as listed below:

- Standards will improve the quality of education.
- Performance of the education sector will be evaluated in a more systematic manner.
- Standardisation will help to develop harmony between the public and private sectors.
- Common standards will bring intra- and inter-provincial compatibility; and
- Common standards will diminish the impacts of parallel systems of education.

Figure 2.1 below summarises the policy background of the institutionalisation of the PM system in education in Pakistan.

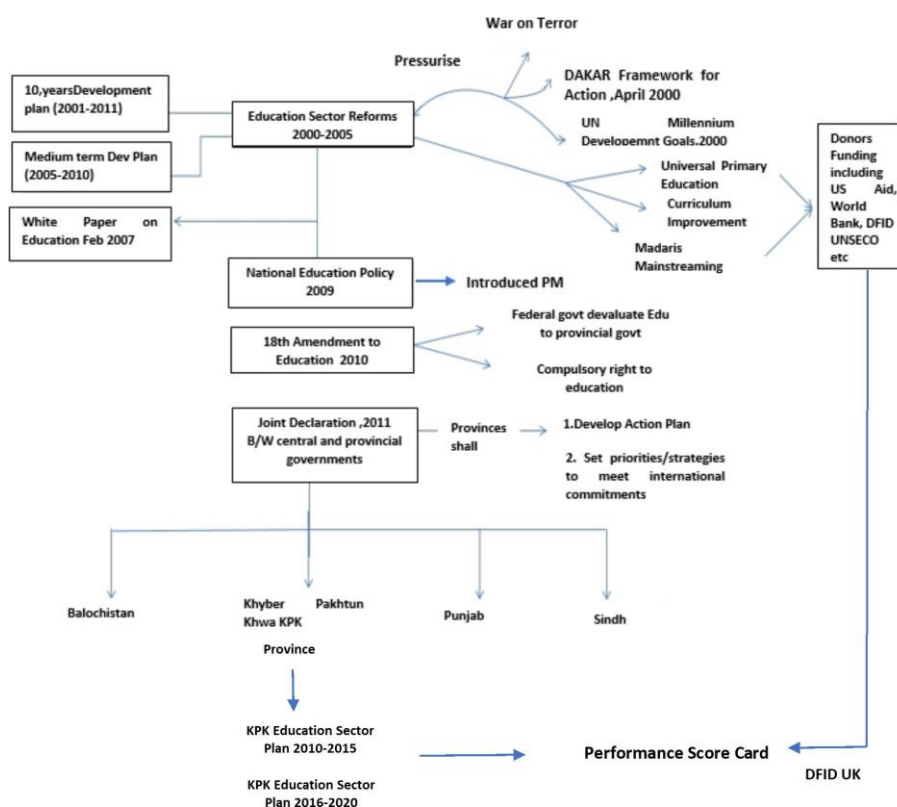


Figure 2.3: Policy Background of the PM in Education in (KPK) Pakistan

2.10.3 Performance Management in KPK Secondary Schools

Following the devolution, the Khyber Pakhtun Khwa province developed provincial action plans for 2010-2015 and 2015-2021, in the light of NEP 2009, to enhance the education status of the province following national minimum standards on quality education; see Figure 2.3.

For administrative purposes, the KPK province has 25 local district governments, which have substantial administrative power. However, due to a lack of capacity for self-generating revenue, these districts depend entirely on the provincial government for funding. The province, therefore, explicitly designed and implemented a PM system for supervision of district-level performances and to ensure adequate public services delivery. Locally at the district level, the Deputy

Commissioner (DC), as appointed by the provincial government, serves as the district's head and operating officer of the local government. All the DC's report to the provincial chief secretary with regard to their district's performance in public service delivery. A particular unit is created in the office of the Chief Secretary that supervises the overall PM system in the government of KPK. The Chief Secretary is the head of the provincial bureaucracy and controls all the state government's tiers. So, by its design, the PM system has been entrusted to the bureaucracy at the local and provincial levels. This was done to secure the system's continuity and protect it from the consequences of political conflicts in the case of a change of political government (Janjua et al., 2019).

Maintaining the importance of education, the government of KPK, with the technical and financial support from the UK government's Department for International Development (DFID), initiated a separate unit within the broader PM framework of the province to improve quality, access and governance in the sector (EMIS, 2017), which became the Performance Score Card (PSC), for managing school performance in the province. The specific tools/activities for enabling PM within schools under this new system included:

- The development of the PSC, which comprises indicators for measuring and analysing school and district education performances.
- The establishment of a specialised unit called EMA (Education Monitoring Authority) that undertakes real-time performance data collection on the Performance Score Card for the education service delivery in the province.

In addition to the development of these new tools, already existing annual school inspections and the teachers' performance evaluation report (PER), are still used to bring about accountability and enhance the performance of the schools. The following section will discuss these different tools that comprise the KPK education sector Performance Management.

2.10.3.1 The Performance Score Card

The PSC is a vital tool for managing performance in the KPK schools under the newly designed PM system. It ranks the schools every month to achieve performance on two leading indicators: access and quality. Each indicator further consists of 11 sub-indicators taken to measure the performance at the input, process and outcome levels concerning the national standards in education. Figure 2.4 below shows the PSC for Feb 2021, illustrating data on sub-indicators as shared by the District Education Department with researcher, showing the performance of the district examined in the research.

Access Indicators	Frequency	Source	Baseline	Target	Quality Indicators	Frequency	Source	Baseline	Target
Student Attendance	Monthly	IMU	Feb-20	DEP	LitNum Grade 2 Assessment Result	Monthly	EMA	Oct-20	3%
Teachers' Attendance	Monthly	EMA	Feb-20	DEP	Grade 5 Exam Result 2019 (10% BISE)	Annual	BISE	Apr-19	3%
Percentage of Schools with Functional Facilities	Monthly	EMA	Feb-20	DEP	Grade 8 Exam Result 2019 (10% BISE)	Annual	BISE	Apr-19	3%
Non-Teaching Staff Attendance Rate	Monthly	EMA	Feb-20	DEP	CPD Participation Rate	Monthly	PITE	NA	90%
PTC Meetings Conducted	Monthly	EMA	Feb-20	DEP	IP Participation Rate	Monthly	PITE/LMS	NA	90%
Percentage of Schools without Surplus Teachers	Monthly	EMA		97%	IP Monthly Assessment Rate	Monthly	PITE	NA	60%
Percentage of Schools Reported Open	Monthly	EMA	Feb-20	DEP	IP Tablet based Completion Rate	Monthly	PITE	NA	80
Admin Visits Conducted against Target	Monthly	EMA		100%	SQMI/SL Visits Conducted	Monthly	SQMI/SL MIS	NA	100%
Percentage of Schools Updating Monthly Attendance in GSP MIS	Monthly	GSP MIS	NA	100%	Percentage of Schools with all Worksheets available	Monthly	EMA	NA	97%
Percentage of Schools with Handwashing Points having Water and Soap Available	Monthly	EMA	NA	90%	Percentage of Schools with Academic Calendar available	Monthly	EMA	NA	90%
Percentage of Schools with COVID awareness Posters displayed	Monthly	EMA	NA	90%	Percentage of Schools that Conducted Diagnostic Assessment	Monthly	EMA	NA	90%
Percentage of Teachers and Non-Teaching Staff wearing facemask	Monthly	EMA	NA	90%					
Percentage of Students wearing facemask	Monthly	EMA	NA	90%					

Figure 2.4: The Performance Score Card (PSC)

Source: District Education Office Documents

As illustrated in Figure 2.4 the scorecard comprises two key indicators keeping in view the country's primary educational objectives of widening access and ensuring quality education in schools. Each of the key indicators is further divided into sub-indicators. The data is collected every month for each of the indicators from all the schools

within a district. At this level, a monthly PSC called the Intra-District Performance Scorecard (IDPs) is developed for schools within a district based on collected data.

For this purpose, an independent unit called the Education Monitoring Authority (EMA) visits schools to collect the data on these indicators regularly and forward it to district and provincial monitoring officers and DCs for analysis. In the meantime, District Educational Officers (DEOs) from the secondary education department are required to visit and inspect schools to ensure their progress in terms of these indicators, as shown in the figure 2.4, under sub-indicator of Admin visits conducted. A Monthly Review Meeting (MRM), chaired by the DC, is then arranged to discuss and analyse the school's performance on the EMA data with the education officers and EMA members.

According to Janjua et al. (2019), the purpose of the MRM is three-fold. Firstly, to discuss and reach an agreement about the school's overall performance during the previous month. Secondly, to identify and solve the issues that arise that hinder the performance. Thirdly, to agree and set the performance of the new target for next month. The DC then, after thorough verification, presents the data to the chief secretary's office through an internet portal.

Following MRM, schools are ranked in red (poor performance), yellow (adequate) or blue (satisfactory performance) categories based on the collected data, as illustrated below in Figure 2.5 showing the performance of schools in the district on the access indicator of Parents Teachers Council, 'PTC Meetings' conduction.'. At this level, the DEO is held responsible in the case of a deficient performance in schools within the district.

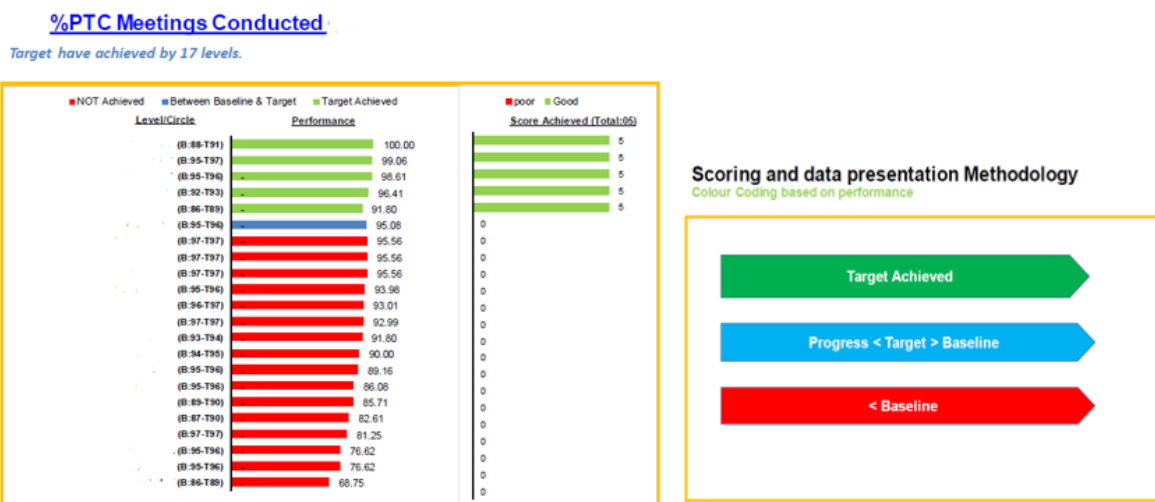


Figure 2.5: Performance of Schools in the Research District

Source: District Education Office: Monthly Performance Documents

Following the ranking, a Monthly Review Meeting (MRM) of all the school heads is called by the District Education Officer (DEO). The DEOs discuss the performance of the schools with the school leaders and set the targets for the next month on the indicators in the scorecard. At this stage, the school principal is held accountable to district officers for the school performance.

Following the ranking of the schools within a district, all the 26 districts are ranked on the same indicators at the provincial level through a new scorecard called the Districts' Performance Score Card (DPS). The DPS ranks the districts in the top five and bottom five categories based on the overall achievements of the schools within the district on access and quality indicators of PSC, as shown in Figure 2.6. Based on this analysis, the DEOs of top districts are appreciated for their excellent performance. Certificates of achievement are presented to DEOs and to the top five performing districts that stand in the top position for three consecutive months. In contrast, the lower-performing districts' DEOs are issued notices (show cause notice) to explain their position with regard to deficient performance.

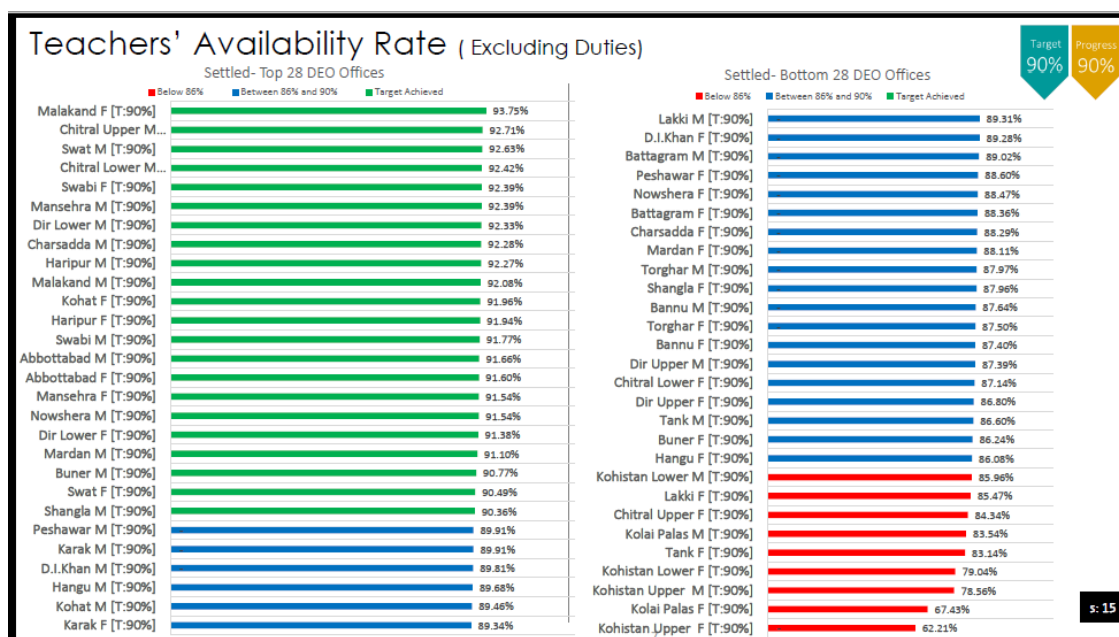


Figure 2.6: District Performance Score Card Ranking Illustrating the Districts' Ranking

Source: District Education Office: Monthly Performance Documents

The following section extends upon the process of monthly data collection by EMA on scorecard indicators.

2.10.3.2 Education Monitoring Authority (EMA)

To ensure accurate, dependable and timely information every month to track progress on key education indicators in the PSC, a separate unit 'EMA' has been established under the new PM System. As per the policy documents, the role of the EMA is to visit the schools every month and independently collect the data on school improvement indicators, as outlined in the PSC in Figure 2.4. The objective is to bring accountability and ensure the availability of real-time performance data for officials at a higher level.

These Data Collection and Monitoring Assistants (DCMAs), EMA employees, regularly conduct a zero-notice visit of each of the schools in a district every month to ensure schools' accountability. The DCMA collects and physically verifies the PSC indicators data from schools during this process before uploading it to the EMA database using smartphones.

For data collection purposes, a single questionnaire is designed based on the scorecard indicators to keep in view the education department's needs and data is fed into a web-based android application. This application has inbuilt consistency checks and filtering techniques to ensure the reliability and accuracy of data. The collected data is further analysed by the IMU's IT support team and the Education Management Information System (EMIS) section of Elementary and Secondary Education Department (E&SED) using various statistical tools as the second layer of data validation. This ensures the high quality of data for policymaking in the education sector (IMU), 2017).

2.10.3.3 School Inspections, and Principals and Teachers' Performance

In addition to the new performance system of the PSC, the already existing evaluative tools that include the annual school inspections and teachers' evaluations are also still in place to evaluate the individual teachers, principals and school performance. According to Habib et al. (2021), the government has two parallel systems of teachers' and schools' performance evaluation; first, there is an annual Performance Evaluation Report (PER) for evaluating teachers and heads' performances. Secondly, a school inspection system is in place to assess school performance.

However, they argue that both of these systems are ineffective in practice. First, the PER is not specific to the teaching profession; instead, it is the general PER used in other civil services. Therefore, it does not accurately measure the teachers' performance. Secondly, the outcomes of these PERs are meaningless as all the teachers typically obtain the same score despite their abilities and performance. This is because the headteachers are responsible for filling in their teachers' PER, and they are usually reluctant to write negative remarks in Pakistan. Similarly, in the case of the school heads, the review is conducted, and the annual review form is filled in and signed by the relevant district education officer. The issue with the school inspections is they are not undertaken regularly, nor there are clear guidelines about the frequency of these inspections and reporting of the findings.

2.11 Summary

This chapter has reviewed the literature surrounding the concepts of PM and its utilisation as a tool for enhancing performance in the public sector education context. The literature review chapter demonstrated that several authors had a significant influence on the directions of this research. For example, Modell (2005), Thomas (2006), Moynihan (2008), Ploom and Haldma (2013) and Taylor (2015), influenced the researcher's interest in approaching the research from the NPM perspective. Within the context of schools, scholars such as (Ball, 2003; Gleeson and Husbands, 2003; Keddie, 2014; Page, 2016) influenced the researcher thinking regarding accountability in PM and its influence on teaching, teachers, and students and overall school performance. The work of Goh (2011), Haines and St-Onge (2012), Mpungose and Ngwenya (2017), and others developed the researcher understanding of importance of the influence of contextual factors in effectiveness of PM in schools. In addition, the work of Cranston (2013) and Schechter and Shaked (2017) encouraged the researcher to focus on the significant role of leadership in the effectiveness of PM in schools. Collectively, these authors helped the researcher to develop a deeper understanding of the complex and multifaceted nature of PM in the context of secondary schools' and inspired further exploration of these issues in this research. The chapter is summarised as follows:

PM is "a continuous process of identifying, measuring, and developing the performance of individuals and workgroups and aligning performance with the strategic goals of the organisation" (Aguinis, 2019, p.2). PM is a private sector tool, which was then transferred to public sector organisations as a result of global New Public Management reforms in the 1980s in response to the realisation that public sector organisations are ineffective in delivering the required standards of services. Since the early 1980s, public sector organisations were therefore under constant pressure to improve their performance and restore the public's fragile trust in public institutions.

These new reforms encouraged public sectors to adopt private sector knowledge and techniques like PM to improve the efficiency, effectiveness and overall performance of public services. NPM is widely seen as a global phenomenon as it rapidly expanded from the UK and US to other parts of the world. Countries worldwide started adopting PM as part of broader NPM reforms because of its connections to fundamental ideas like accountability, transparency and improved service delivery. However, these advantages are amplified in developing countries where inadequate public services, a lack of funding, and a lack of trust between the populace and the government result in a terrible feedback loop of subpar performance and no accountability. International organisations like the World Bank and Organisation for Economic Co-operation and Development (OECD) supported these reforms in developing countries' contexts.

The direct result of PM reforms in the education sector was the provision of increased authority to institutions and local governments over planning, budgeting and resource allocation. However, in return, the heads and teachers would be held responsible for the quality of their work, which would be measured and inspected using a variety of instruments. Policymakers have tended to view PM in education as a significant milestone in providing solutions to several problems in education. The idea is that making teachers and heads of schools accountable for performance on external standards will improve the education service delivery as holding schools and teachers accountable will cause them to achieve a high level of performance and ensure quality education. In addition, PM would assist schools in enhancing performance by supporting and advancing the work of teachers. Consequently, the unprofessional teachers will be removed, while the competent ones would remain to deliver quality education.

However, PM in schools is a debatable term in academic research, with researchers holding different perspectives regarding the concept, process, effectiveness and use of PM in education. It is argued that, in practice, PM restructured the schooling purpose by creating a tension between teachers' professional autonomy and external accountability. In practice, the accountability element of PM has no impact on enhancing performance. This is because, in practice, the policy is highly routine

oriented to ensure increased compliance and productivity in response to government demands and externally imposed targets. This situation has restructured the schooling purposes because performance indicators have become guidelines for teachers' actions, shifting away from the teachers' focus on long-term learning agenda to short-term achievement on externally imposed standards. In addition, empirical studies have also reported several unintended outcomes. For instance, to avoid undue external pressure, the teachers often engage in negative practices of facilitating students in exams, and teachers' work has intensified due to increased observations, resulting in demotivation, anxiety and insecurity.

However, the unintended outcomes associated with implementing PM do not outweigh its benefits, referring to various contextual factors that may influence the successful implementation of PM in schools. In this regard, the role of school leadership is regarded as a vital factor influencing the successful implementation of PM in schools, as turning policy into practice in schools depend on the style and characteristic of school leadership. Furthermore, religion is discussed as another contextual factor that influences the performance of individuals working in organisations. It is therefore assumed that religion might also affect PM in Pakistani secondary schools, keeping in view its historical and religious background. However, in developing countries, particularly Pakistan, PM is underexplored and the knowledge about it is limited despite its importance for the country's secondary education. Within this background, this research, therefore, aims to provide a contextualised understanding of PM in the secondary schools in the KPK province of Pakistan from the perspectives of school leaders, teachers and education officers.

The research methodology for this study is discussed in the following chapter.

Chapter Three

Methodology

3.1 Introduction

This study explores the phenomenon of PM in public sector secondary schools in the KPK province of Pakistan from the perspective of the school leaders, teachers and education officials in these secondary schools. This chapter will discuss the various research philosophies, research paradigms, methodologies and research theories adopted in this research and justify the study rationale. This chapter starts with the philosophical underpinning of the study and grounds the research in the relevant paradigm. Following the discussion of the researcher's philosophical and theoretical assumptions, the next section of the chapter outlines the research methodologies and methods for this study and justifies the choices. Following that, the data analysis procedure is discussed. Finally, this chapter concludes with a summary of the chapter.

3.2 Philosophical Paradigm

This study of PM in secondary schools in Pakistan aims to explore the perspectives of those stakeholders experiencing the process in their daily lives to understand how it contributes to achieving secondary schools' objectives of quality and access. Therefore, a qualitative, interpretive approach was adopted to place the researcher in the lives of these stakeholders to understand their interpretation and experiences of Performance Management. This section, therefore, starts by discussing and justifying the philosophical stance of this research.

The research paradigm is the fundamental set of beliefs or the world view that guides the research investigation. This worldview is the perspective, thinking, school of thought, or set of shared beliefs that inform the meaning or interpretation of

research data (Kivunja and Kuyini, 2017). Bogdan and Biklen (1998 cited in Al Riyami, 2015, p.412) define a paradigm as

“The loose collection of logically related assumptions, concepts or propositions that orient thinking and research”.

Creswell (2014) highlighted that a researcher, when initiating research, must consider the philosophical worldview that the research brings to the study. In addition, they must consider the research design associated with the assumptions of that particular paradigm and the detailed methods that bring the approach into practice. As stated by Symon and Cassell (2012), the philosophical assumptions have significant practical implications for the way research is conducted in terms of topics, the focus of the research, what is considered as data, how data is collected, analysed and theorised, and how the findings report is written up. The researcher's philosophical assumptions are inextricably tied to the research that they conduct (Al Riyami, 2015).

The practical considerations of the research influence the philosophy a researcher adopts. However, it is more likely determined by the researcher's views on the relationship between knowledge and the process of its creation (Saunders et al., 2007). According to Scotland (2012), the philosophical paradigm comprises ontology, epistemology, methodology and methods. To clarify my philosophical stance, it is thus essential to determine the ontological and epistemological position which will inform and specify the methodological approach for this study.

3.2.1 Ontology

Ontology is a branch of philosophy that “deals with the essence of phenomena and the nature of their existence” (Duberley et al., 2012, p.17). It is concerned with the nature of being and is about matters relating to reality and truth. So, ontology is concerned with handling some vital questions like: What really exists? What is reality? What is true? (Brundrett and Rhodes, 2013). Is there a reality out there in the social world, or is it constructed or created by one's own mind? (Kivunja and Kuyini, 2017).

There are two opposing positions in answering these questions about the status of reality: realism and relativism. Realists argue that reality and truth are given and external to the individual. They see a phenomenon of investigation that exists 'out there' independent of our individual perceptions, waiting to be examined and discovered by researchers (Brundrett and Rhodes, 2013). On this basis, realism is constrained by natural law, and its outcome may be objectively assessed and generalised. Realist researchers hold that the world is made up of objects and structures with observable cause and effect relationships. The truth can be determined using the tools and techniques of natural science (Denicolo et al., 2016; King et al., 2018). On the other hand, relativists hold the position that reality and truth are the product of individual perceptions. Relativism asserts that there is not an independent reality waiting to be discovered by the researcher. Instead, the social world is composed of multiple realities and perspectives, each one as important as any other (Andrews, 2016). Relativists thus prefer to believe in subjective meaning rather than seeking the truth. They believe that context should not be separated from reality as it is the meaning gained from the individual experiences that make obvious what is regarded as the truth (King, Horrocks and Brooks, 2018).

Philosophical assumptions about the nature of reality are essential to understanding how a researcher makes meaning of the collected data. These assumptions help researchers to orient themselves when thinking about the research problem, its significance and how to approach it to answer the research questions (Kivunja and Kuyini, 2017).

When conducting qualitative research, the researcher comes with the idea of multiple realities. Not only does the researcher believe in different realities, so do the participants in the study and the readers who will read the research findings (Creswell, 2007). While conducting this research with participants from the secondary education department of the KPK, I initiated the research with the idea in mind to report multiple realities from the research outcomes. This was due to my first-hand experience in my secondary school job. I noticed that the school-level stakeholders perceive PM differently than we as implementers do (education officers and EMA members). Therefore, in describing the participant's stories, the

phenomenon of PM in this research will be explored from diverse perspectives as expressed by participants. These multiple realities demonstrate the ontological position of this study, which will be shown in the multiple direct quotations from different participants, offering their different perspectives on the same phenomenon of PM.

The philosophical foundation of the research is thus an ontological position that the world is socially constructed and understood only by examining participants' perceptions. In conducting this research, the aim is to explore the phenomenon of PM from the perspectives of different stakeholders (school leaders, teachers and educational officials) who are the participants in this research. The ontological stance adopted in this study is thus subjective with the belief that social phenomena emerge from the perceptions, understanding and consequent actions of social actors and thus yield multiple realities.

3.2.2 Epistemology

While ontology is concerned with the nature of reality, being or existence, epistemology is concerned with the nature of knowledge (Denicolo et al., 2016). It is connected to ontology, but it is about knowledge and how it is constructed and produced (Brundrett and Rhodes, 2013). In research it is used to describe how we come to know something, how we know the truth or reality. As stated by Duberley et al. (2012), it is what counts as knowledge within the world. It is concerned with the bases of knowledge – “its nature, forms, how it can be acquired, and how it can be communicated to other human beings” (Kivunja and Kuyini, 2017, p.27). According to Duberley et al. (2012), epistemology is the study of criteria by which we can understand what constitutes sanctioned or scientific knowledge and what does not. That is, what we understand by the concept ‘truth’ and “how do we know if a claim, including our own, is true or false” (Duberley et al., 2012, p.16). The epistemological question asks, “What is the nature of knowledge and the relationship between the knower (the inquirer) and the known or the knowledge?” (Al Riyami, 2015, p.412).

According to Denicolo et al. (2016), the researcher must consider different epistemological perspectives because such reflection firstly recognises various ways in which reality might be known; secondly, it provides the researcher with a language with which to categorise these perspectives on knowledge. Finally, it assists the researcher in ensuring that the paradigm adopted in their research is consistent and harmonious.

The ontological stance of this research, as stated earlier, is subjective with the view that social phenomena are produced from the perceptions, interpretations and consequent actions of social actors. It is also important to state its epistemological consideration which will inform the suitable methodology which comprises our philosophical assumptions and methods (Symon and Cassell, 2012). In conducting qualitative research, an epistemological assumption entails the researcher coming in close contact with the participants. The personal information gathered from these individuals is based on their experiences and personal views. This process, however, leads to how knowledge is known, and it is, therefore, necessary to conduct research in the natural environment of the participants as doing so aids in comprehending the context in which the participants shared their experiences (Creswell, 2013).

The correct number of paradigms and the names associated with a particular paradigm vary from author to author, but one widely accepted list comprises three paradigms: positivism, interpretivism and critical research (Willis, 2007; Al Riyami, 2015). However, since this study will adopt interpretivism as a research paradigm, the following section will therefore discuss this paradigm and its rationale for adoption. The decision to approach the research with an interpretive perspective rather than a positivistic or critical lens is based on the researcher's personal epistemological stance and the nature of the study in the context of Pakistan, which is discussed in detail in sub-section (b) of 3.2.2.2.

3.3 Interpretivism as a Research Paradigm

The interpretive paradigm is also referred to as the 'constructivist paradigm' (Aliyu et al., 2014). The basic assumption of this paradigm is that there is no single reality and that realities are socially constructed (Al Riyami, 2015). People develop an individual understanding of their personal experiences, leading to multiple meanings (Bloomberg and Volpe, 2016).

The ontological stance of interpretivism is relativism, which assumes that reality is subjective and varies from person to person. As realities are individually constructed, there are as many realities as there are individuals (Scotland, 2012). Thus, a single phenomenon can have multiple interpretations and there is no basic process by which truth can be determined (Al Riyami, 2015). The interpretive epistemology is that of subjectivism based on real-world phenomena.

According to Fram (2014), constructivism as a paradigm highlights the central influence of multiple perspectives, contextual factors and value systems in knowledge generation. Creswell (2007) explained this by noting that researchers who hold this view aim to comprehend the world in which they live and work. In this process, they approach a certain phenomenon with their own subjective interpretation of their experiences. Since this leads to multiple and multi-faceted meanings and prompts the researcher to focus on the variety of complex perspectives that may be difficult to understand, exploring the participants' viewpoints thus becomes crucial to the research. Therefore, interacting with participants aids in bringing to light their unique experiences.

Interpretivism is a more people-centred approach that recognises the research's integration within the research environment – that is, how each influences the perceptions and understandings of the other. Interpretivist researchers immerse themselves in the research environment – the researcher attempts to explore the meaning of the phenomenon under investigation from the participant's perspective (Brundrett and Rhodes, 2013; Denicolo et al., 2016). The people are not treated as objects; instead, they are recognised as participants, as constructivists view

knowledge as a product constructed by people who actively participate in the research centred on their own lived experiences and hence develop the subjective meaning of their experiences (Al Riyami, 2015; Fram, 2014). The subjective meanings emerge from interactions with participants due to their relationships with other individuals and because of the cultural and historical norms that operate in their daily lives (Creswell, 2007). The goal of the interpretive researcher is to gain a deeper understanding of the phenomenon and its complexity in its unique context, not to generalise to a whole population. The evidence collected is qualitative, providing a rich and detailed account of the research environment as a unique context (Denicolo et al., 2016). Thus, this paradigm's emphasis is on understanding individuals and their interpretation of the world around them. The fundamental tenet of this interpretivism paradigm is that reality is socially constructed, and this is why the paradigm is often called a constructivist paradigm (Scotland, 2012).

3.3.1. Philosophical Paradigm and Rationale for this Study

The primary purpose of this research is to explore the phenomenon of PM from the perspective of school leaders, teachers and education officers in the context of secondary schools in Pakistan. Therefore, the underlying theoretical paradigm chosen for this research is the interpretive paradigm based on social constructivism. This section will justify my position as a researcher for adopting the interpretive paradigm to study Performance Management. Adopting this constructivist paradigm will be explained from the perspective of PM in education and my experience working in the secondary education department in the KPK province of Pakistan.

a. Rationale from a Performance Management perspective

The majority of PM models adopted by most organisations to date are based on explicit and objectively defined criteria and metrics. The very basic logical model in these is the model that links input, activities, output and outcomes and describes the relationship between the types of performance information (Heinrich and Marschke, 2010). It is suggested that adopting PM within the public sector will produce objective and standardised performance information indicative of the actual performance. This objective information will provide the basis for decision-making

and accountability in the public sector to improve public service delivery. However, as stated by Thomas (2006) and Moynihan (2008), performance information in the public sector is not created and utilised objectively. Instead, it is the product of 'social interaction' among different actors. The interactive dialogue model of performance information, as articulated by Moynihan (2008), evokes the social aspects of performance information use and exhibits that performance information in PM is ambiguous and subjective. The institutional affiliations, individual beliefs and context will affect the selection, perception, presentation and use of performance information to offer solutions. This is because the information is shared between multiple parties during the PM process, suggesting the potential for multiple interpretations of information. Furthermore, the model states that performance information is not static but is created and presented to impact another actor, who may, in turn, respond with his/her interpretations of the events. The model thus implies subjectivity in constructing the meaning in PM (Moynihan, 2008). The effect of performance-based instruments thus depends on how the goals and purposes ascribed to them, as well as the meanings and representations they contain, are perceived, understood and acted upon by key players (Verger and Skedsmo, 2021)

Similarly, as argued by researchers, to understand the effectiveness of PM the contextualise perspectives is essential (Goh et al., 2015; Heystek, 2015). This is because "Performance Management effectiveness is not only a function of system design or best practices but also of programme implementation and execution in different organisational contexts" (Haines and St-Onge, 2012, p.1173). As further explained by Verger and Skedsmo (2021), when implemented, performance-orientated tools interact critically with other existing educational policies and are especially sensitive to the socio-economic environment of the school and the local education dynamics.

In the school context, this means the complex and dynamic nature of PM requires more people and a context-oriented approach to study its effectiveness. For studying education accountability reforms, it is advisable to focus not merely on what is implementable and what works, but rather on the interaction between policy, people and places (Schechter and Shaked, 2017). The effect of performance-based

instruments thus depends on how the goals and purposes ascribed to them, as well as the meanings and representations they contain, are perceived, understood and acted upon by key players (Verger and Skedsmo, 2021). According to Evans (2013), adopting a simple input-policy output-standards model operating at the school level that avoids subjective thinking is inappropriate. This is because policy on the ground is likely to be far more complex and multi-faceted. This recognition that PM in public education is a contextualised subjective phenomenon and that performance information is interpreted differently by different actors involved in the process is consistent with a constructivist approach adopted in this study.

b. Rationale from my work experience in Secondary Education in Pakistan

The decision to approach this research from an interpretive perspective is primarily a personal one based on my epistemological stance. Based on my prior work experience in the education sector in Pakistan, I understand PM in secondary schools as a complex, context-specific phenomenon that has different meanings for those involved in the process. For instance, while working as a monitoring assistant in the education department to ensure targeted performance in schools in the KPK province of Pakistan, I realised that the whole phenomenon of PM is perceived and interpreted differently by different actors, including teachers/principals, we as monitors, educational officials, and district- and provincial-level administrators. This research stems from my curiosity to understand the subjective interpretations of these actors concerning PM and its influence on the overall standard of secondary education in Pakistan.

In addition, my position is that the unique context of Pakistan makes PM in secondary schools more complex and interesting, which needs to be explored. Ali (2013) stated that Pakistan is a culturally diverse country with a large population, ethnic profile, eventful social and political history, and rich institutional and religious context. I believe that PM is a subjective phenomenon and exploring its effectiveness requires an understanding of the influence of the context in which it is implemented. However, at the same time, it is a rather recently adopted initiative in secondary schools, which is currently unexplored in the unique context of Pakistan.

According to Ali and Brandl (2017), the present positivistic research in the HR field in the country is primarily influenced by its universality assumptions that endorse Western HRM practice in Pakistan without considering its historical, cultural and contextual differences from the rest of the world. As a result, the positivistic research in Pakistan is less likely to be deeply embedded in the local context and will offer little knowledge about the ground realities.

This is what is happening in the case of PM in education in Pakistan: what I observed during my job in the education department is that, despite all the government's attention to managing performance in secondary schools, the system was failing. There is a dire need for an increasing amount of quality interpretive research in Pakistan due to the contextually bounded nature of HR practices in the country, where researchers are needed to discover the meaning and perspectives behind the decisions and actions of organisational actors (Ali and Brandl, 2017).

Therefore, this study adopts an interpretive framework based on social constructivism. I am not looking for objective truth; instead, I hope that, through subjective interactions between myself and the research participants, we will be able to co-create a better understanding of PM in the unique context of Pakistani secondary schools. Interpretative research provides deep insight into "the complex world of lived experiences from the point of view of those who live it" (Schwandt, 1994, p. 118 cited in Andrade, 2009).

3.4 Research Approach

There are two kinds of research approaches applied, in accordance with diverse schools of thought in different philosophies; these are deductive and inductive approaches (Saunders et al., 2007). These approaches are connected to the philosophical positions that a researcher adopts. The deductive approach is generally associated with positivism or quantitative research, while the inductive method is connected with interpretivism or qualitative research (Bryman, 2012). Saunders et al. (2007) assert that choosing a specific approach primarily depends upon the nature

and scope of the research. In addition, the researcher should choose the most appropriate research approach that suits the data to be collected.

In the view of Tracy (2013), following the deductive approach, the researcher initiates the research by developing hypotheses derived from existing general theory and then formulating a research strategy for hypotheses testing. Each hypothesis is then tested through data collection and analysis to confirm or reject the existing theory. In this approach, the results are presented in numeral form that are displayed in figures. In other words, to determine the nature of correlations among multiple sets of data, the deductive approach depends on collecting and analysing numerical data (Eldabi et al., 2002).

On the other hand, inductive research begins with the precise observation by the researcher and progresses to more generalised interpretations. The researcher first creates an idea from observations and then gather data to generate a new idea or theory as a result of data analysis (Sekaran, 2003; Bryman and Bell, 2011). Therefore, the inductive approach is also referred to as the bottom-up or hill-climbing approach. The researcher initiates the research simply from observation and then gradually proceed towards explaining that idea, which eventually ends at some existing or new theory (Lodico et al., 2010). Inductive research, unlike deductive research, focuses on defining an event as a narrative, highlighting the importance of explaining the context and taking into account the perspectives of individuals who are influenced by a phenomenon when attempting to assign meaning to it. The inductive approach is thus working best for gathering in-depth information about an issue and revealing the underlying motives, emotions, values and perspectives (Hair et al., 2004).

As stated earlier, the research's nature, purpose and objectives determine the appropriate research approach. This research aims to explore the phenomenon of PM in the secondary school sector from the perspectives of different stakeholders. However, as previously mentioned in Chapter two, PM is a relatively new concept being implemented in secondary schools; hence, there is limited information about it. Additionally, as discussed earlier, there is a scarcity of research focusing on exploring PM from the stakeholders' perspectives in KPK secondary schools; therefore, the inductive approach is deemed suitable. It is more appropriate to follow

inductive reasoning to develop more understanding of the topic and extend the existing knowledge by collecting and analysing more contextual data (Tracy, 2013).

3.5 Qualitative Research

With the research philosophy and approach identified for this study in the previous sections, it has become clear that a qualitative design is most appropriate for conducting this study. Qualitative inquiry involves collecting and interpreting non-numeric data based on meanings expressed through words (Brayman, 2012; Bhangu et al., 2023). As argued by Merriam and Tisdell (2016), qualitative research is concerned with understanding the phenomenon from the participants' perspective.

As qualitative research provides a contextualised and in-depth understanding of the phenomena experienced by the study participants, it promotes an understanding of the social phenomenon in its natural setting and usually from the participants' perspective. Qualitative research allows for a well-organised investigation of how participants make sense of the world and how they interpret and experience events (Maxwell and Reaybold, 2015; Thomson et al., 2011).

Because it describes numerous realities, develops a deep understanding, and captures everyday life and human viewpoints, the qualitative approach is inductive. The focus of the research is to investigate the full context and interact with participants during the data collection, which occurs face-to-face with participants (Taylor, 2005). Thus "qualitative researchers study things in their natural settings, attempting to make sense of or interpret phenomena in terms of the meanings people bring to them" (Njie and Asimiran, 2014, p.35). This approach thus aligns with the philosophical position of the study. Adopting a qualitative research approach will provide a means to an in-depth exploration of PM from the perspectives of research participants in the context. It will allow the researcher to investigate how research participants interpret PM.

A qualitative research approach is preferable when the purpose of the research is to explore and understand the concept as there is a scarcity of research. The qualitative approach is required if the research topic is new or has never been addressed with a specific sample or group of people and where existing theories cannot be applied to explain the particular phenomenon under study (Morse, 1991 cited in Creswell, 2014). As this research investigates the performance-related issues in secondary education and attempts to garner an in-depth understanding to interpret this phenomenon, which has not been previously researched in the specific context of Pakistani secondary schools, this research is therefore adopting a qualitative approach.

Miles et al. (2014) highlighted that the critical feature of qualitative data is their richness and holism, which tends to give an insight into 'thick description' that greatly aids in revealing the complexities and capturing subjective meanings of a multi-dimensional, multi-layered subjective nature phenomenon. The social, institutional, and environmental contexts in which people's lives take place are all covered by qualitative research. These external factors could significantly affect every human event in a number of ways. These contextual circumstances may have a significant impact on all human events in various ways (Yin, 2011). This study explores the PM subject, which in itself is a multi-dimensional issue. Furthermore, the qualitative research will aid the researcher in analysing the specific contextual factors that might influence PM in the particular context of Pakistani secondary schools.

Additionally, as Miles et al. (2014) highlighted, qualitative studies' inherent flexibility (data collection times and methods can change as the study progresses) gives researchers further confidence in their ability to understand what is going on. The inherent flexibility and adoptability within qualitative research (Kohler et al., 2022), would allow the researcher to better understand the phenomenon by adopting it to any potential variance as it occurs.

3.6. Research Design

It is essential to acknowledge that qualitative research can mean different things to different people and that there are distinct methodological approaches for conducting qualitative research. Creswell (2014) have identified five major methodological approaches for conducting qualitative research: narrative, phenomenology, ethnography, case study and grounded theory.

In narrative research, the researcher investigates the participant's life as the individual shares the story of their individual experiences. This qualitative research method involves choosing one or more persons who are willing to share their life experiences by narrating personal stories. Then, the researcher often retells or restores this information into a narrative chronology. In the end, the narrative frequently incorporates perspectives from both the participants and the researchers living in a shared narrative (Creswell, 2014; Billups, 2022).

In phenomenological research, the researcher describes the participants' lived experiences about a particular phenomenon (Williams, 2007). In this case, different participants discuss their individual experiences with the phenomenon under exploration. Phenomenological research explains what the participants have in common as they experience a phenomenon.

Grounded theory is perhaps one of the most common qualitative research approaches. The goal of conducting grounded theory research is to generate a theory based on the actual empirical data analysis under investigation (Gaudet and Robert, 2018). The procedure entails multiple levels of data collection and the refinement and interrelationship of various kinds of data (Creswell, 2014).

Ethnography research involves the study of a culture or group with the purpose of gaining insight into how the members generate meaning for themselves (Berryman, 2019). Ethnography is a type of research rather than a particular method of data collection, and it uses a variety of data collection methods (Cassell and Symon, 2004), including observations, field notes and interviews (Berryman, 2019).

In case study research, a researcher aims to develop an in-depth analysis of a case, which can be an event, individual/s, a programme, process, or activities (Creswell, 2014). Case study research entails a detailed investigation in the context and often data collection over time. Case studies are valuable where it is crucial to understand how the organisational and environmental context impacts or influences social processes. Several data collection methods may be used within case study research: qualitative, quantitative or both. Case studies generally involve multiple methods, including interviews, archival records, documentation, participant observation, focus group and even questionnaire, because of the research issues which can be best addressed through this strategy (Cassell and Symon, 2004).

This research study adopts a case study design to achieve an in-depth understanding of PM within its real-life context in secondary schools. Therefore, the following section will discuss the case study and its rationale for this research in detail.

3.6.1 Case Study Research

One of the most widely utilised qualitative research approaches is the case study (Mariotto et al., 2014). “A case study is an in-depth description and analysis of a bounded system” (Merriam and Tisdell, 2016, p.37). According to Crowe et al. (2011), a case study is a research approach employed to produce an in-depth, multi-faceted understanding of a complex issue in its real-life context.

Creswell (2007, p. 73) defined the case study as:

a qualitative approach in which an investigator explores a bounded system (a case) or multiple bounded system (cases) over time through detailed, in-depth data collection involving multiple sources of information (observation, interviews, audio-visual material and document and reports) and report a case description and case-based themes.

According to seminal work from Yin (2018, p.17), titled “Case Study Research and Applications”, originally published back in 1984 and still a cornerstone for all the researchers adopting this qualitative methodology,

A case study is an empirical method that investigates a contemporary phenomenon (the case) within its real-world context, especially when the boundaries between the phenomenon and the context may not be clearly evident and in which multiple sources of evidence are used.

Helen Simon (2009 cited in Thomas, 2016, p.10) defines case study as:

An in-depth exploration from multiple perspectives of the complexity and uniqueness of particular project, policy, institution, or a system in its real-life context. The primary purpose is to generate in-depth understanding of a specific topic, programme, policy, institution, or system to generate knowledge”.

These definitions by leading proponents of the case study identify some of the fundamental features of case study research. These terms are ‘contemporary phenomenon’, ‘real-life context’ and ‘multiple sources of evidence’. The term contemporary phenomenon means something that is happening in the present; the phenomenon can be a person, a topic, an event, policy and so on. The real-life context refers to the contextual aspect of the case study research; the phenomenon of interest is investigated in its natural context. It also means that the researcher brings into consideration the contextual factors that might influence the phenomenon or might be affected by it.

The case study design helps the researcher to obtain a complete picture of the phenomenon under examination because it is conducted in a natural context with the goal being to understand the nature of current activities in a previously little-explored area (Andrade, 2014).

According to Stake (2005 cited in Yazan, 2015), a case study is not a methodology but a choice of what is to be studied. Thomas (2016) also asserts that a case study is not a method. Instead, it is a focus, and the focus is on one thing, looked at in depth and from many angles. A case study is about seeing something in its completeness, looking at it from many angles. The case study approach is beneficial when there is a need to acquire an in-depth appreciation of an issue, event or phenomenon of interest in its natural, real-life context (Crowe et al., 2011). Finally, the case study

uses multiple sources of evidence, such as interviews, documents, observations, etcetera, to develop an understanding of the case (Merriam and Tisdell, 2016).

3.6.2 Rationale for the Case Study Research

According to Yin (2003; 2018) a case study design should be chosen when: (a) the research aims to answer 'how' and 'why' questions; (b) the behaviour of the participants is not in the control of the researcher; (c) when the researcher is interested in covering contextual conditions as they are believed to be relevant to the phenomenon under study; d) when the boundaries between the phenomenon and the context are not clear; (e) when the focus of the study is a contemporary phenomenon, 'a case'. A case study is a good option when the researcher is familiar with and has a deep understanding of the 'case'; when the researcher is familiar with the people who live in the arena and can read them. This is a plus when performing a case study when a researcher has access to the richness and depth that would otherwise be unavailable (Thomas, 2016).

My choice of case study for this research is based on several of the above-stated reasons. Firstly, my research questions focus on the 'why' and 'how' of PM in secondary schools in Pakistan. The methodology is therefore well suited for the purpose and focus of the study, as stated by Yin (2018).

The research objective is to explore PM policy from the perspectives of school leaders, teachers and education officers. The aim is to obtain an in-depth insight into PM practices in the secondary schools as they are experienced by the stakeholders and to explore their effectiveness for improvement in secondary education in the KPK province. Thus, the study's objective is more in line with case study methodology, as according to the definitions outlined above the main focus is on exploring a specific phenomenon, topic policy or system in its real-life context and from multiple perspectives.

Furthermore, in Pakistan, PM in secondary education is a contemporary and complex phenomenon that is fully embedded in its context and cannot be separated from it. However, there is a lack of existing research on the topic in the Pakistani context. In addition, various external influences on PM in schools make it more complex and unique. This creates another justification for the use of case study design.

Furthermore, according to Timmons and Cairns (2009), a case study is an effective, rigorous approach in educational research when the purpose is monitoring policy concerning unique needs or schools that have implemented a unique programme.

Finally, as stated by Thomas (2016), case study is a preferred choice when the researcher has familiarity with and intimate knowledge of the case; when the researcher knows and can reach the people who inhabit the arena; and when the researcher has access to richness and depth that would otherwise be unavailable. The researcher is a resident of the province, has worked in the education department, has connections allowing for access to data, and knows the specific culture and environment of the area, which will help access rich research data.

3.6.3 The Design of the Case Study of the Research

After determining that a case study design is the best way to answer the research questions, the researcher must decide on the type of the case study (Baxter, 2008). Case studies are classified as exploratory, explanatory, or descriptive by Yin (2003). Similarly Stake (2000), has identified intrinsic, instrumental, and collective types of case study research. Yin, (2009) also suggests four types of case studies: single holistic design, single embedded design, multiple holistic designs, and multiple embedded designs. Holistic design is based on one unit of analysis, while embedded design needs multiple units of analysis (Yazan, 2015). The selection of a specific type of case study design is determined by the overall study purpose.

Exploratory is a case study used to explore situations with no clear, single set of outcomes (Yin, 2003). This type of study is adopted when the phenomenon of investigation puzzles the researcher. The researcher is interested to know what is

happening and why? (Thomas, 2016). Explanatory, on the other hand, is used to seek answers to a question that seeks to explain the presumed causal links in real-life interventions that are too complex for the experimental approach. The descriptive case is used to describe a phenomenon and the real-life situation in which it occurs (Yin, 2003). Based on these definitions this research is adopting exploratory case study design.

Researchers who have a genuine interest in the case adopt an intrinsic approach. It is undertaken primarily because the researcher intends to understand the case and know the limited transferability. The case is selected because of its uniqueness which is of genuine interest to researcher (Crowe et al., 2011). Instrumental is used to achieve a goal other than understanding a context. It gives insight into an issue to refine a theory (Baxter, 2008). Stake (2005 cited in Thomas, 2016) argued that in instrumental case study, the case is not of primary interest; it is a secondary interest that plays a supportive role to facilitate the researcher's understanding of something else. In contrast, the collective case study, also known as multi-site case study, involves more than one case (Mills et al., 2010). It is similar to Yin, (2009) multiple case studies.

This research study adopts a single case study design to achieve an in-depth understanding of PM in a secondary school within its real-life context. "By concentrating on a single phenomenon or entity (the case), the researcher aims to uncover the interaction of significant factors characteristic of the phenomenon" Merriam, (1998, p. 29). In more practical terms, the study is based on a single case design with two units of analysis. This study will explore the case 'Performance Management' within 'two units of analysis, the two secondary schools within Khyber Pakhtun Khwa Province of Pakistan. Creswell (2009, p.13) suggests that a case might be selected "as a strategy of inquiry in which the researcher explores in depth a programme, event, activity, process, or one or more individuals". The single case is meaningful when there is no attempt to be comparative.

3.6.4 Sampling

The two units of analysis were selected using the technique of convenience and purposive sampling. These schools are in the KPK province and in the native district of the researcher. Therefore, the researcher has local knowledge of the specific culture and environment of the area. Furthermore, keeping in mind the hard, mountainous, and vast terrain of the province, physical access is an essential element in school choice; schools that are more accessible were chosen for the study.

Purposive sampling “is based on the assumption that the investigator wants to discover, understand, and gain insight and therefore must select a sample from which the most can be learned” (Merriam, 1998, p.77). The schools that could provide relevant and adequate information to answer the research questions were selected for the study. This is because, after my undergraduate degree, I worked in the secondary education department of my native district. During my job, I developed personal links with high-ranking education officers. Since these district officers oversee all the operations of secondary education schools in the district, the officers have allowed me to opt for purposive sampling due to my connections. The following section provides an overview of the two units of analysis for this research.

3.6.5 The Two Units of Analysis

The two case study schools are located in one of the districts in the north division of the KPK province. Their heads have relatively similar characteristics and educational backgrounds. This is because of the general requirements for a school leadership position in secondary schools in KPK. However, the two secondary schools differ in terms of their location, size and student population. The following sections detail the characteristics of these two schools. For the purpose of this study, the two units of analysis are referred to as School A and School B.

1) School A

School A is the central school of the district, has a long history of over six decades and is regarded as the first school to be established in the district. The school was initially a primary school, then upgraded to secondary school about 30 years ago. It is located in the central city area, close to the district education office. Since the school is conveniently located, the education programmes and large administrative meetings are often organised in this school by the district-level education officers.

The school has a sanctioned teaching staff of 40. However, three of the teaching posts are vacant, meaning that, currently, the school has 37 teachers for 730 students. In addition, the school is equipped with science labs, a computer lab and a library. The school has an excellent reputation in the locality and, on average, is ranked good based on the students' examination results. While there is no official statistical data about the socio-economic conditions of the students the school is serving, the students are regarded as being from the lower socio-economic background because students studying in public sector schools are from that class.

The senior head (coded as SM1 in this research) has 32 years of experience in education. Out of their total experience, SM1 has worked as a senior teacher in various schools in different districts for 25 years and was then promoted to school principal at school A. The head has been administering school A for the last seven years.

2) School B

In contrast to school A, school B is located in a rural and remote area. It is a small school that was only established 16 years ago. Like school A, school B was initially a middle school and was upgraded to secondary school about six years ago. The school has a sanctioned teaching staff of 21. However, seven of these posts are vacant, and, currently, the school has 15 teaching staff for 200 students. The students studying here are largely from low-income families, with many of these students working during their free time to assist their parents in bringing in an income.

The senior head (coded as SM2) of the school has 33 years of experience in education. SM2 worked as a teacher in different schools for 26 years, then was

promoted to another school as senior head, where she worked for less than a year. After a short service there, SM2 was transferred to school B as the senior head. SM2 has led the school as a senior administrator for almost seven years. This is SM2's second successful leadership appointment, according to the local education officials, teachers and the SM2 herself. When she took up the post, according to the teachers: *"the situation [in the school] was terrible" (T16), "the student attendance and enrolment were meagre; teachers would not come to school" (T18), and "there was a lack of [interest from] teachers and students" (SM2).*

Situated in a remote area and serving students from disadvantaged backgrounds, the school did not have a good reputation. Therefore, SM2 was assigned to this school by education officer with the *"challenge to take the school toward betterment"* (DO1).

3.6.6 Limitation of Case Study Research

Mariotto et al. (2014) state that a case study's biggest limitation is its failure to establish a solid foundation for the generalisation of research findings. If the investigation is limited to a single case design, this limitation is even more severe. This is sometimes expressed as a lack of external validity or the inability to extend case study findings to a larger population of cases.

However, as Lauckner et al. (2012) argue, there are various approaches for dealing with these issues and bringing validity in case study research. These include theoretical sampling, validation from participants and transparency in the research process. Advocates of case study research (Yin, Stake and Merriam) have offered distinct techniques for ensuring validity within case study research, as shown in Figure 3.1 below.

	Robert Yin	Robert Stake	Sharan Merriam's
<i>Validating Data</i>	Case study researchers need to guarantee construct validity (through the triangulation of multiple sources of evidence, chains of evidence, and member checking), internal validity (through the use of established analytic techniques such as pattern matching), external validity (through analytic generalization), and reliability (through case study protocols and databases).	Issues of data validation are involved in the notion of triangulation. Four strategies for triangulation: data source triangulation, investigator triangulation, theory triangulation, and methodological triangulation.	Qualitative methodology approaches differently to validity and reliability of the knowledge produced in research. Six strategies to enhance internal validity: triangulation, member checks, long-term observation, peer examination, participatory research, and disclosure of researcher bias. Three techniques to ensure reliability: explanation of investigator's position with regards to the study, triangulation, and use of an audit trail. Three techniques to enhance external validity: use of thick description, typicality or modal categories, and multi-site designs.

Figure 3.1: Validity in Case Study Research

Source: Yazan (2015) Three Approaches to Case Study Methods in Education: Yin, Merriam, and Stake

To ensure the validity and credibility of this research, the researcher adopted various strategies. For instance, member checking by taking data back to the participants for clarification and confirmation of collected information; maintenance of audit trails and field notes at each phase of data analysis and peer/supervisors' examinations of the data at various stages of arriving at data analysis. Section 3.8 of this chapter details how these techniques were utilised at different phases of data analysis to further establish the validity of this research.

3.7 Data Collection

3.7.1 Initial Contact and Gaining Access

The study sought the support of primary and secondary gatekeepers to identify the analysis units and recruit study participants. The primary gatekeeper in this study was a senior provincial-level officer of the Elementary and Secondary Education department in the KPK province. During the researcher's job in the secondary education department, since the primary gatekeeper (who was then the District Education Officer) and researcher were serving in the same district, the researcher had developed a social link with the primary gatekeeper. After approval of the research ethics application, the researcher contacted the primary gatekeeper on the phone, who ensured their full support in providing access to the research sites and recruiting the research participants from the education department and district level. Following the initial conversation, an official email from the researcher approved by the lead supervisor explaining the purpose of this study was sent to the gatekeeper. The school principals of the two schools were approached as the secondary gatekeepers. Since the principals are responsible for implementing PM at the school level, they thus helped in the recruitment of the right participants for the study from the school level.

3.7.2 Data Collection Methods

The data collection for this research was sourced from three methods: a pilot study, semi-structured interviews, and document analysis. Interviews are considered primary data for this study, and documentation is secondary data. The data collection tools are deemed suitable for the study, being worth the interpretive philosophy of the study. The stages in which data collection for the research occurred are explained in the following section.

Phase 1: Pilot Study

The pilot study offers an opportunity to examine the whole research instrument and resolve any emerging problem during interviews (Roberts-Holmes, 2005). A pilot study was conducted at the initial stage of the research after obtaining ethical approval to determine the research feasibility and suitability of the interview's questions. The pilot study (PS) consisted of semi-structured interviews with two secondary school principals and two teachers who had knowledge of the PM process in secondary schools. Invitation letters along with the information sheets were sent to five participants. Each was provided with enough time, about a week, to question the researcher and decide on participation in the study. Four of the five participants agreed to participate. Furthermore, the researcher also telephoned the participants who needed further information and explained the nature and purpose of the study. The interviews were held online through WhatsApp at the convenience of the participants. All the interviews were conducted in mix of English, Urdu and Pashto, as these are the common languages used in education in the area. The researcher then translated and transcribed the interviews for analysis purposes. But, to ensure the validity of the process, the researcher obtained additional help from a friend who was proficient in English as well as Urdu and Pashto to have his feedback on the accuracy of the translation of interview data. The findings of the pilot interviews confirmed the interview questions. However, it was indicated that in the given context, the terms "performance evaluations" and "performance assessment" are more common and used interchangeably to refer to Performance Management. To maintain consistency in meaning, the researcher therefore also incorporated these terms as alternative expressions for Performance Management in the questions posed during the semi-structured interviews.

Phase 2: Document Analysis

Document analysis can be a valuable data collection source for the study. During my job in secondary education, I noticed that printed documents are still the primary sources of disseminating information (plans, activities, routine practices, policies, etc.) in education department and schools in KPK province. Furthermore, documents

are easily accessible, free and would save the researcher a great deal of time (Merriam and Tisdell, 2016). In this case, the documents reviewed in the study included the relevant documents from Education Ministry and District Education Department about PM in secondary schools. These included the National Education Policy 2009, the KPK provincial education action plans, the documents related to performance standards in education, and documents about the current PM system, the Performance Score Card. At the district level, the relevant documents included Performance Evaluation Reports (PER), annual school census reports, and documents relating to the ranking of schools in the district and province in the Performance Score Card. The documents reviewed at the school level included internal performance evaluations and documents relating to PSC practices. These documents were used to provide contextual and historical information to frame the discussion about the initiation of PM in the KPK secondary education sector and to confirm or question information from interview participants (Boblin et al., 2013).

Phase 3: Semi-Structured Interviews

The semi-structured interview with an interview guide was adopted as a data collection method to capture a detailed view of how the research participants perceive PM. Semi-structured interviews are used to garner in-depth data to respond to research objectives (Wengraf, 2001). They are often used by interpretive researchers and provide greater diversity in both the design and use of the research instrument and the nature of responses from participants (Mosoge and Pilane, 2014; Saunders et al., 2016). Semi-structured interview with open-ended questions facilitated the data collection process by allowing for in-depth follow-up questions from participants about different aspects of the PM phenomenon in schools (Morse and McEvoy, 2014; Brennen, 2022).

The interviewing process was an enjoyable yet challenging task that was further made difficult by the global coronavirus pandemic. The initial plan was to conduct face-to-face interviews with the participants, which later changed to online interviews due to Covid-19 restrictions. Prior to data collection, ethical approval was obtained from the university ethics committee. All interviews were conducted

following the university's ethical guidelines, as discussed in detail in Section 3.7.4, to ensure participants' anonymity.

On average, the interview sessions lasted between 45 and 60 minutes with audio recording and note-taking. The interviews with schoolteachers were smoothly conducted without any interruption. In an interview with one school head and two education officers, there was a short disruption as they had to respond to urgent commands to ensure Covid-19 compliance in the schools. However, the flow of the conversation was regained by prompts from the researcher once the interviews recommenced. All of these interviews were conducted in a mix of Pashto (the regional language of the KPK province), Urdu (the national language) and English. One of the participants only used English, while the others moved between Urdu, English and Pashto. The use of mixed languages is quite common as Urdu and Pashto are national languages, while the people are also exposed to English as it is the language of official correspondence in secondary schools and is also taught as a compulsory subject up to graduate level in the Pakistani education system.

All the interviews were transcribed verbatim and translated into English for the 'sense' by the researcher using MS Word. The translation of the interview data was personally carried out by the researcher, who gained her MBA in the UK. However, to ensure accuracy, additional help was also sought from a multi-lingual friend, a lecturer at a Pakistani university, who is a native Pashto speaker, has proficiency in English and Urdu, and has the research experience. I shared the initial five interview transcripts to have his comments on the quality of the interview translations and remained in contact with him during the entire process. Proficiency in the language and cultural familiarity with the participants enabled the researchers and translator to accurately capture the words and concepts used by the participants that could not be readily translated into English. The use enhanced the research's accuracy and credibility while minimising the risk of mistranslation (Giang et al., 2023).

3.7.3 Research Participants

Study participants comprised school headteachers and management personnel, teachers, staff from provincial/district education offices and personnel from the education ministry who are directly involved in the process of PM in schools. The number of participants from each group was initially expected to be enough to answer the research questions keeping in view the suggestion of Saunders et al., (2016) that the minimum sample size for semi-structured interviews should be between five and 25.

Initially, the researcher planned to conduct 29 interviews with participants from the various levels in the education department. However, in the field, the number was extended to 31 to include two participants from the Education Monitoring Authority (EMA) as the participants told the researcher about their active role in PM. However, as according to Majid et al., (2018), in qualitative research, although the number of participants is significant, it is more crucial to prioritise reaching the point of saturation for ensuring reliability and trustworthiness of the research findings. The point of saturation is reached when no new information, themes or concepts emerge from the data (Nascimento et al.,2018; Francis et al.,2010). In this study, saturation was achieved when the participants responses did not reveal any novel critical information or concepts in response to the interview's questions. The data saturation was achieved; however, the researcher then decided to include two additional participants from EMA as the findings revealed their active role in PM in schools. As such, these participants could provide new information from the EMA perspective. Thus 31 interviews were conducted in total. Pseudonyms are used in the study to protect the confidentiality of participants and ensure their anonymity. Figure 3.2 below provides a list of study participants.

The terms leadership, management, and administration have distinct conceptual and terminological differences. Leadership involves inspiring and motivating people towards a common goal, while management focuses on planning, organising, and controlling resources to achieve specific objectives. Administration on other hand is concerned with the day-to-day operations of an organisation. However, in this study, at the school level these terms are used interchangeably due to its understanding and application it the context of KPK schools. According to Jomezai et al., (2021) in Pakistan, schools' leaders are still relying on the traditional top-down managerial approaches for maintaining authority and ensuring compliance. Similarly, as found by Mansoor and Akhtar (2015), public school heads in Pakistani schools remains administrative as they spend a significant amount of time in administrative responsibilities.

However, to distinguish between leadership at the school level and management at the district and provincial levels, the term 'school management team' (SM), as illustrated in table 3.1 below, is used to refer to the leaders/heads who manage the two-case study school's daily operations. This term distinguishes them from the district or provincial level education managers who oversee multiple schools in the KPK Province. For management officers at district and provincial level the symbols DO for District Officer and SO for Senior officer, as illustrated in table 3.2, are used respectively.

Education Ministry -----	2	
District Education Officers -----	5	
EMA (Education Monitoring Authority) -----	2	
Schools Senior Management -----	2	(One from each school)
School Teachers	20	(School A: 10) (School B: 10)

Figure 3.2: Participants of the Study

Tables 3.1, 3.2 and 3.3 below show the demographics of the participants interviewed for this study and their coded names.

Table 3.1: Demographics of Participants at School Level

Participant	Age	Institution	Post	Experience at the post (Years)	Total Experience (Years)
T1	40-50	School A	SCT Teacher Certified Teacher	4	15
T2	30-40	School A	SCT Teacher (Senior Certified Teacher)	3	10
T3	30-40	School A	CT Teacher (Certified Teacher)	1	6
T4	40-50	School A	SST Teacher (Secondary school teacher)	7	14
T5	30-40	School A	SST Teacher (Secondary school teacher-Math)	2	2
T6	30-40	School A	SST Chemistry	4	4
T7	50-60	School A	SS Teacher Pakistan Study	20	21
T8	40-50	School A	SS Teacher (Subject specialist English)	4	12
T9	40-50	School A	SS Teacher (Economic Math)	4	12
T10	40-50	School A	SCT Teacher	4	15
T11	30-40	School B	SST Math	4	4
T12	40-50	School B	SST General	4	26
T13	55+	School B	SST General	6	38
T14	40-50	School B	SST Science	6	22
T15	30-40	School B	SST IT	5	5
T16	40-50	School B	AT Arabic	10	23
T17	30-40	School B	SCT Islamic study	14	17
T18	40-50	School B	SDM Senior Drawing Master	16	20
T19	30-40	School B	CT IT	3	3
T20	50+	School B	CT Certified Teacher	5	30
SM1	55+	School A	Senior Management Team	7	32
SM2	50-60	School B	Senior Management Team	7	30

Source: Developed by author

Table 3.2: Demographics of Participants at Official Level

Participant ID	Age	Job Position	Experience at the post (Years)	Total Experience (Years)
DO1	40-50	DEO (District Education Officer)	7	10
D02	40-50	DEO (District Education officer)	1	15
DO3	40-50	ASDEO (Assistant sub-divisional Education Officer)	6	16
DO4	50-60	DEO (District Education Officer)	2	22
DO5	55+	ADEO (Assistant District Education Officer)	20	32
S01	55+	Provincial Officer	3	32+
SO2	50	Provincial Officer	1	13

Source: Developed by author

Table 3.3: Demographic of EMA Participants

Participant ID	Age	Job Position	Experience at the post (Years)	Total Experience (Years)
EMA 1	30-40	Monitoring and data Collection	7	7
EMA 2	30-40	Monitoring and data Collection	3	5

Source: Developed by author

3.7.4 Ethical Consideration

Prior to data collection, an ethical approval from Liverpool John Moores University's (LJMU) ethics committee to safeguard the participants' rights and to ensure that the research is ethically sound. All the interviews were conducted following the university's ethical guidelines to protect participants rights. Invitation letters and information sheets in both English and Urdu versions were sent to participants before the interviews. They were provided with enough time, about a week, to question the researcher and decide on participation in the study. Following that the consent forms were obtained for participation and recording of the interviews. They were informed of their right to withdraw from the study at any time and without any explanation.

During the data collection, the interviewees were encouraged to ask any questions about the research or the interview itself. As a researcher with prior experience working in the education department and the cultural context of the research area allowed me to approach the interviews with a level of familiarity that facilitated a more comfortable and open environment for the participants. As a result, the participants were willing to share information with me, leading to rich and nuanced data (Lapshun and Fusch, 2023). However, despite this advantage, I was mindful of the potential for my personal position to influence the research process. To mitigate this, I engaged in reflexive and reflective practices throughout the research project. For instance, I utilised Microsoft OneNote as a journal to record memos for the purpose of documenting and probing decisions, recording and elaborating on analytical insights, and examining the influence of the context and significant interpersonal dynamics at play in the research process (Birks et al., 2008; Olmos-Vega et al., 2022). In addition, I utilised the collaborative reflexive practices with participants and supervisors to checking in on the process, interpretation of the data and results. However, in this process, the participants were assured about their privacy, confidentiality and anonymity. To maintain ethicality, the researcher used pseudonyms to protect their privacy (Brennen, 2022). The data collected was

handled with due care and secured in the password protected LJMU drive. Due care was taken in the accurate interpretation of the findings, and pseudonyms were used in the verbatim quotes to protect participants identity. All the interviews were conducted in strict accordance with the conditions specified in the participant information sheet and consent form.

3.8 Data Analysis of the Research

The template analysis procedure was used to analyse the collected data. In template analysis, a 'coding template' is developed that summarises the 'themes' identified by the researcher as necessary in a data set and organises them in a meaningful and useful manner (Saunders et al., 2012, p.572), whereas 'themes' are recurrent features of participants' accounts characterising perceptions and experiences that the researcher sees as relevant to their research question (King, 2004). The following section describes the process of data analysis used in this study. It explains the choices made in various parts of the analysis and how the researcher arrived at the findings.

3.8.1 Familiarity with the Data

The data analysis for this study started by translating and transcribing each interview to produce full transcripts of all the interview data. Next, as according to Cassell et al. (2018), the first step in template analysis is to become familiar with the data to be analysed. I started the analysis in keeping with what Ulin et al. (2005) described as immersing oneself in the data. This meant continuously reading my transcripts to familiarise myself with the content. According to Cassell et al. (2018), in template analysis reading through subsets of accounts is a reasonable approach to take the start. I therefore carefully read through line-by-line the interview transcript of four participants representing the participant groups of my study: two of the schoolteachers, a principal and an education officer.

3.8.2 Generating the Initial Codes

The next step in the analysis process is to carry out preliminary coding of the data by highlighting meaningful segments. However, according to Cassell et al. (2018), template analysis does not bind the researcher to a particular style and approach to coding. In template analysis it is permissible to start with some a priori themes, identified in advance as likely to be helpful and relevant to the data (Brooks et al., 2015 p.203) . This research therefore adopted a mix of coding approaches. An initial broad conceptual map of the main ideas was created from the interview questions that were guided by the broad literature review and from the findings of the pilot study (Brooks et al., 2015). Emerging themes within these broad categories were then found inductively.

In the following stage of inductive coding, I undertook preliminary coding starting from the first data item (an interview transcript). However, as I reviewed my data, I struggled to attach codes to various sections of text that represented the meaningful units. This was because of the endless choices of the words to characterise the experiences that participants described. The result was the creation of a very large number of codes for each interview. I therefore returned to the literature to find out more about the coding process. I intended to study literature to find a coding strategy, as there are several approaches that can be used for data coding. After finding and familiarising myself with Saldaña (2013), I decided to use his two-level coding process to approach my data. According to Saldaña (2013), the nature of the research question influences the choice of coding strategy. Furthermore, depending on the nature of the study, the researcher has to decide on the number of coding methods needed to capture the research phenomenon. Keeping the exploratory nature of the study, I decided to use more than one coding strategy to capture the complex phenomenon of PM from the perspectives of the research participants.

Table 3.4 below summarises the coding methods used for this research, the rationale for using a particular coding method, and an example of data from the interview transcripts to justify the method.

Table 3.4: The Coding Strategies

First Cycle Coding	Rationale for Using	Datum Supporting the Code	Researcher's Interpretive Summary
Attribute Coding	<p>For basic descriptive information about units of analysis (School A, School B) and characteristics of research participants.</p> <p>To provides essential participant information and contexts for future analysis and interpretation.</p> <p>As the study involves multiple participants at different level of Secondary educational setting holding differing perspectives, this type of coding will help in exploration of interrelationship.</p>	<p>.... Since the school has established in 1964, and has a huge record we organise various meetings, or mega functions here..... This is because this school is conveniently located and is easily accessible..... Head Teachers form about 54 different schools of the district come here to meet District Education Officer for monthly review each month..."</p> <p>Source: T1</p> <p>"..... hmmm this school is located in a small area..... As I told you, we are competing with school that are existing since 1952, 60s and 70s.Aboutour school, this is a new school..... the students are from the lower class, they are from poor families. Majority Of students work as labour in the houses of nearby rich people." Source: SM2</p>	<p>These background information about two schools will be reflected using attribute coding to set the context for further analysis.</p> <p>These basic information about units of analysis and participants will helps identify interrelationships, and deep insights into any emerging pattern. For instance, my initial thoughts reflect that PM is more effective and visible in central schools as opposed to smaller remotely located schools in the context of Pakistani secondary schools.</p>
Emotion Coding	<p>This coding method will be used to reflect on the feelings of the participants and will hence provide deep insight into participants views.</p> <p>This coding method was decided during the reading and familiarisation of researchers with interviews transcript. As in the initial reading of the interviews, I identified that participants are using different words to express their emotions about the phenomenon for instance the feeling of fear or anxiety in teachers, or that of powerlessness in school principals.</p>	<p>"Two of my teachers told me that when you visit the class, we forget everything" Source: SM2. (Teachers Anxiety)</p> <p>"Believe me, I will achieve that but when I am allowed to use my will". Source: SM2 (Feelings of powerlessness/helplessness)</p> <p>"...Once an NGO person came to me, and tell me, we would like your interview. I replied, whether you interview me or not, it is not going to make any difference" (Feelings of Pessimism) ...</p>	<p>Emotions coding like "Teachers Fears, Principal's helplessness, and "pessimism" and the behind reasons for those emotions will help in deeper insights into participants views and contextualisation of PM in secondary schools in Pakistan.</p> <p>In this current example, the feeling of powerlessness can be linked to principal autonomy, and to the barrier of effectiveness of PM in broader theme.</p>
IN Vivo Coding / Context Coding	<p>During my initial analysis, I felt that some time it gets difficult to find the appropriate word that can accurately describe the participants statements.</p> <p>Also, it will enhance the understanding of PM in the specific context of Pakistan, as In vivo coding is one method to extract the indigenous terms generated by member of a particular culture, subculture or microculture</p>	<p>"I will say this process is serving as a mirror for us, we view ourselves, see our photo in it" Source: S1 (In vivo Coding: Served as Mirror)</p>	<p>"Serving as a mirror "will be linked to benefit of PM in KPK Schools, meaning that PM is a tool that shows teachers their performance.</p>
Magnitude Coding /Intensity Coding	<p>To reflect on the extent of PM effectiveness in enabling better educational experiences in secondary schools in Pakistan. This coding method will help to explore the direction and the participants perceptions about PM in KPK schools.</p> <p>This will use the participant's words that express the extent or intensity of PM effectiveness like strongly, moderately, no opinion or words that suggest frequency like often, sometime, not at all etc.</p>	<p>"but there are Many examples we had many schools; whose performance was not fairly good" so Overall it is a good initiative to improve the system.... Source: (DO1)</p> <p>".....and I will say it is still a huge impact". Source: Teacher 1 school A.</p> <p>"Nope, notmyself, personally I am not satisfied from that outcomes". Source School B principal</p>	<p>Participants at different stage are holding different views about the effectiveness of PM. In the examples, while educational officers are referring to existing system as good one, the school principal on other hand is not satisfied.</p> <p>Further analysis of interviews and the frequency of the intensity words will ultimately lead the researchers to the conclusion about effectiveness of PM in the context. Further to that, such analysis also reveals the tensions about PM effectiveness in the minds of participants at each different level/stage 9 (different stakeholders) , that can be linked to stake holder theory of PM .</p>
Value Coding	<p>To reflect on participant's values, attitudes, and beliefs, representing his or her perspectives or worldview. This coding technique was decided during the coding of initial interviews as the researchers comes across of the participants expressing the common beliefs about the Pakistani society. For instance, beliefs like nothing can be improved here it is Pakistan, everything can be justified here as it is Pakistan, look this is Pakistani people you cannot change them etc.</p>	<p>.....what is the reason? As I would do it dishonestly then.It cannot be done honestly..... are you getting my point? Source: SM2 (Value coding: To reflect the participants attitude toward exam duties.....)</p>	<p>The participants attitude, values and beliefs in the context will potentially lead the researcher to understand the enabler and barriers or the effectiveness of PM; and to development of a model based on the ground realities.</p>

Source: Developed by author using Saldana (2013)

In the practical process, initially I decided to manually code my data from the initial set of interviews. However, rather than utilising the old method of using numerous differently coloured pencils to outline sections of text, I adopted (Adu, 2019) a more technological variation of that approach. Using Microsoft Word functionality, I

highlighted sections of text and, using the tracked changes and new comment functions, I added my codes in the margins of the transcripts. During the process, I continuously recorded my own reflective thoughts using the One Note Windows app. The memos were recorded to identify interesting aspects in the data, potential relationships and ideas of emerging themes/sub themes.

3.8.3 Clustering

The next stage in the data analysis process is to organise the emerging themes into meaningful clusters and define how they relate to each other within and between these groups (Brooks et al., 2015). At this stage, the preliminary codes that represent the emerging potential themes, as well any of a priori themes and categories that proved useful, are grouped together in meaningful clusters (Cassell et al., 2018). At this stage of the analysis, I found managing the process using the MS Word approach very difficult. The Ms Word approach was therefore abandoned, and I started using Computer-Assisted Qualitative Data analysis software (CAQDAS) NVivo. According to King (2004), the use of software enables the researcher to work efficiently with a complex coding scheme and large amount of textual data, facilitating the depth and sophistication of the data. While the software solved my problem of managing the data, at the same time I felt that I was distancing myself from the data. Therefore, to aid in the process, I also used the printed copies of the codebook to be creative and tried to identify different ways of clustering the themes, as shown in Figure 3.3. Sub-themes were formed inductively without trying to fit it into a priori developed themes. The notes about the development process for the themes were recorded using NVivo memos feature. The researcher also used diagramming as a way to make sense of the connection and relationships within and across the themes.

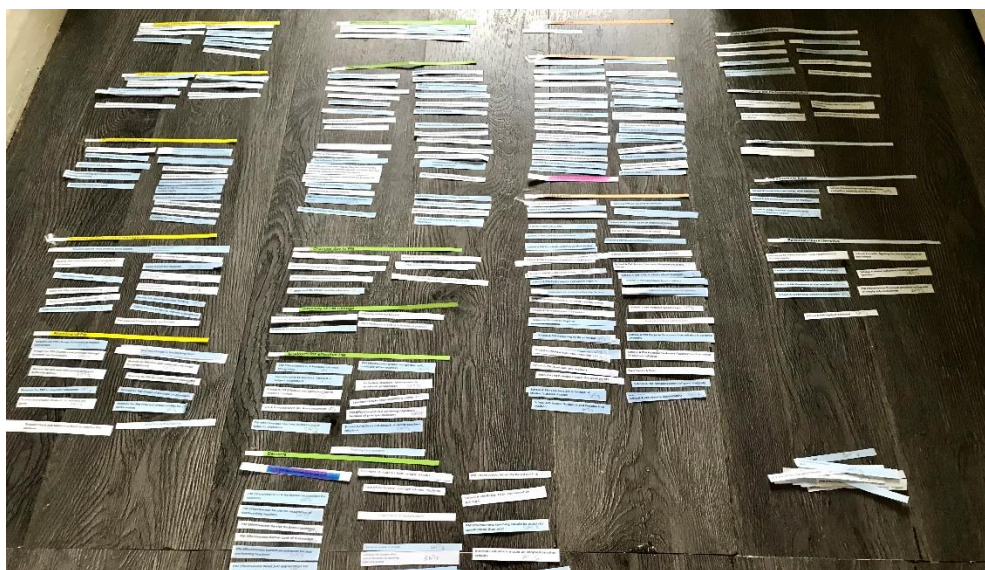


Figure 3.3: Clustering of the Themes

3.8.4 Development of an Initial Coding Template

In the subsequent stage, an initial coding template was developed that was later applied to rest of the data. According to Cassell et al. (2018), it is common in template analysis to develop an initial version of template on the basis of the subset of the data rather than carrying out preliminary coding and clustering on all accounts before defining the thematic structure. However, the researcher needs to be convinced that the subset selected captures a good cross-section of the issues and experiences covered in the data as a whole (Brooks et al., 2015). Brooks et al. (2015) further highlight that this is facilitated by selecting initial accounts to analyse that are as varied as possible. In this research, the data from the subset of the accounts being utilised in the first stage was used to draw together an initial template. This included the interview accounts of two schoolteachers (one each from schools A and B); one interview with a school principal (school B) and the interview with an education officer. The purpose was to keep the sample for the initial template diverse and capture varied perspectives from my different groups of participants (Brooks et al, 2015).

	A	B	C	D	E	F
2	Concept of Performance Management	0		0	MRS	12/12/2020 23:45
3	Perceptions about PM	0		0	MRS	13/12/2020 00:14
7	PM as a process	1		1	MRS	12/12/2020 23:47
15	Purpose of Performance management	0		0	MRS	13/12/2020 00:17
21	Reasons of PM	0		0	MRS	13/12/2020 11:14
27	Effectiveness of PM	3		4	MRS	13/12/2020 00:25
28	Barriers	0		0	MRS	13/12/2020 00:30
43	Changes due to PM	1		1	MRS	13/12/2020 03:43
55	Enablers for effective PM	0		0	MRS	13/12/2020 00:28
60	PM Influence	0		0	MRS	16/12/2020 06:04
80	Practice of PM	1		4	MRS	13/12/2020 00:19
81	Inside School	1		3	MRS	13/12/2020 00:21
88	Outside the School	0		0	MRS	13/12/2020 00:21
97	Role of School Leaders	0		0	MRS	13/12/2020 00:33
98	Communication	2		11	MRS	13/12/2020 02:24
99	Creating the Performance Culture	2		5	MRS	13/12/2020 02:23
101	Leadership Style	0		0	MRS	13/12/2020 02:25
108	Personal Characteristics	0		0	MRS	13/12/2020 02:25
114						

Figure 3.4: The Initial Template

3.8.5 Applying the Initial Template

The following stage is to apply the initial template to further data, and thereby modify and develop the template. At this stage, reorganising the template after examining each new account, it is common to 'group' accounts and to work through these noting possible revisions before constructing an updated template (Cassell et al., 2018). The initial template in this study was applied to the remaining set of data following this strategy. At each level of template modification, four of the interview accounts were grouped together and analysed, noting down the possible revisions and the construction of the updated version of the template.

The versions of template were saved in NVivo using the new node function in the project, as shown in Figure 3.4. During this process, detailed notes about any major revisions to the previous template were noted down using the NVivo memoing feature.

3.8.6 Evaluating the Research Quality

It is critical to highlight the activities and approaches followed to assure the research's trustworthiness, credibility, and reliability after using the right methods for this study and data analysis methods. One of the strategies as suggested by various authors for ensuring trustworthiness in qualitative research is the development of the research audit trails by providing an account of all the research decisions and activities (Carcary, 2009). For this purpose, to make the research process transparent, all the key stages of research study were documented, including the key the methodological choices made at various stages data collection and analysis and the trails of how the researcher's thinking was evolved during this process, as discussed in section 3.8. The reliability of the research was established through memo writing, the retention of the interview transcripts, field notes and documents for cross-checking the particular source, findings and interpretations at later stages in data analysis.

Furthermore, as illustrated in Figure 3.1, the internal validity within qualitative research including the case study can be ensured through numerous ways. One of the advantages of qualitative research is that it can be used to examine if the results or conclusions are correct from the standpoint of the researcher, the participant and the person who will read the report. The internal validity was confirmed for this research using the member checks and reviewing of the transcripts and field notes. Member checking involves taking data and interpretation back to the participants in the study so that they can confirm the credibility of the information (Boblin et al., 2013). For instance, throughout the data collection and analysis process, I remained in communication with the research participants to confirm and clarify my interpretation of their accounts (Morse and McEvoy, 2014). To validate the results on the theme relating to professional development and religiosity, I went back to participants by conducting follow-up interviews to clarify the contents of the interview transcripts. To ensure validity, I checked and discussed the findings at each stage of template development with my supervisors. In addition, I also utilised the

peer review/examination technique by regularly presenting the data analysis and findings at each stage of template development with my supervisors to foster subsequent credibility (Riege, 2003).

3.9 Summary

The current chapter demonstrated in detail the philosophical and paradigmatic positions of the research. It discussed in detail the philosophical choices and rationale for choosing the constructivist approach to the research, rationalised the case study research design and justified the research methods to give the reader an understanding of the researcher's process to achieve the research objectives. This study employs a qualitative case study methodology with semi-structured interviews and document analysis as the data collection sources to explore PM in secondary schools in the KPK province of Pakistan. Furthermore, the research adopts a single case study design with two units of analysis and purposive and convenience sampling techniques. Before the main study, pilot interviews were conducted to evaluate the viability of the questions and research objectives. The interviews were audio-recorded and transcribed using the template analysis procedure. The findings of the research are presented in the following chapter.

Chapter Four

Findings

4.1 Introduction

This study aimed to explore the phenomenon of PM from the perspective of the school leaders, teachers and education officials in the Pakistani secondary school context. The objective is to garner an insight into the ubiquitous role of PM in enabling a better educational experience in KPK secondary schools.

As discussed in section 3.4.3, this study adopted a single case study design with two units of analysis (two secondary schools) in the KPK province of Pakistan. The data collection methods comprised a review of the relevant documents and semi-structured interviews with participants from the distinct level in the education department, as summarised in Figure 4.1 below.

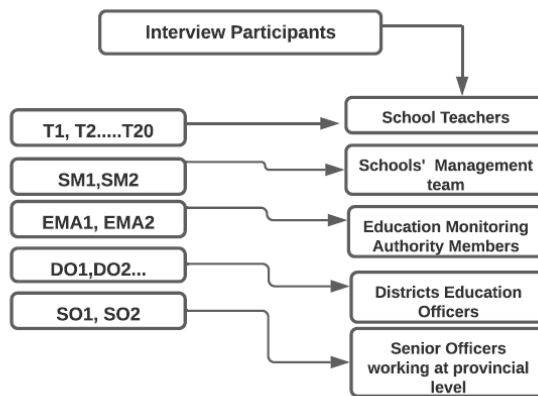


Figure 4.1: Research Participants

Therefore, this chapter will present the key findings derived from the participants' responses in the semi-structured interviews and document analysis to address the following key and sub-research questions.

Key Research Question: To what extent is PM enabling a better educational experience in the Pakistani secondary schools' sector?

The sub-questions are:

- How is PM perceived by school leaders, teachers and education officials in secondary education in the KPK province of Pakistan?
- How is PM accomplished in secondary schools in the KPK Province of Pakistan?
- What is the role of school leaders in the implementation of PM in these schools and how do they create an environment conducive to effective implementation of PM policy in schools?

This chapter will address the research questions and objectives from the findings. Following that, the precise relation of the results to existing literature will be discussed in the next chapter. The following sections will expand upon the broad themes which have emerged from the data.

4.2 Themes Emerging from the Data

After interrogating the corpus, the following themes and sub-themes were generated that emerged from the participants' responses to the research questions. The broad themes generated from the data were:

- The stakeholders' understanding of Performance Management.
- The influence of Performance Management.
- The influence of contextual factors on Performance Management.
- The influence of leadership on Performance Management.
- Self-responsibility, morality and religiosity.

The themes presented are not in any particular order; instead, they are mutually connected and, at this stage, are organised to capture the perspectives of those currently experiencing PM in the KPK secondary schools. However, to ensure the

validity and credibility of the research findings, the researcher engaged in several steps throughout the research process. For instance, the researcher remained in proximity with my participants and conducted interviews in their native language to accurately represent their perspective. Additionally, the researcher utilised the services of a bilingual friend for validation of the translations, which helped ensure that the data reflected the participants' true interpretations. Member checking was also used in the form of supervisory meetings to review and confirm the findings and by taking the data back to the participants to ensure that their perspectives were accurately represented in the findings. These steps helped to ensure that the research was conducted with rigor and transparency and that the findings were trustworthy and credible.

4.3 Stakeholders' Understanding of Performance Management

This theme presents the participants' understanding of PM and their perceptions of current PM Practices in KPK secondary education. It defines the idealised PM from respondents' perspectives as a mix of accountability measures and a tool for teachers' support and development. In articulating the existing PM practices, the participants highlighted several inconsistencies and tensions found in these tools that, according to them, lead to inaccurate reflection of a school's performance.

Table 5.1 below presents a summary of sub-themes that emerged from the data within this theme.

Table 4.1: Stakeholders' Understanding of Performance Management

Overarching Theme	Emerging Sub-Themes
Stakeholders 'Understanding of Performance Management	<ul style="list-style-type: none"> • The introduction of Performance Management in KPK secondary Schools • The Practice of Performance Management: Official Rhetoric and Ground Reality • Monitoring and Inspections as tools • Performance Evaluation Report • The Performance Score Card and Quantitative Measurement Culture • The board examinations' results as measure of performance • The recognised need of Performance Management • Summary of the theme

Source: Developed by author

4.3.1 The Introduction of Performance Management in KPK Secondary Schools

Across the interviews, there was an indication that the persistent poor performance of the teachers, the teachers' absenteeism and the resulting deterioration in the education quality were the main drivers for the initiation of the new Performance Management. Surprisingly, not only the educational officers and management team but also the teachers themselves cited the poor conduct and performance of teachers as the main reasons behind the initiation of the new performance reforms.

T9 *...Well! As I told you, there were so many flaws and weaknesses in the system. For instance, the teachers' absenteeism.*

What I used to hear from the people was that, in the government schools, some teachers during the class time are busy knitting sweaters, others are taking care of their child...or other similar things

T7 expressed her view in the same vein:

It is related to teachers; yes, the reasons for it [is] the teacher. Earlier, there was no check on them. I am not only talking about this school; I'm generally talking about all schools.

DO2 *...the schools in our outlying areas, most of them were closed, so the monitoring has started [because of] this, like there was no answerability, nor anything else.*

DO5 *We also had cases of the teachers sitting in Saudi Arabia, some in one place, some in another area away from the job. However, their names were on the jobs, and they were getting paid.*

These statements by participants about closed or non-functioning schools, commonly referred to as “Ghost Schools” (SO1), and “Proxy teachers” (EMA2), and lack of proper supervision is consistent with statements in the NEP 2009 policy document about the need for PM in schools. According to the NEP (2009, p.23), ‘the higher absenteeism’ and that schools in remote areas are not functional due to lack of availability of teachers (NEP, 2009, pp.43-44) are the main reasons for initiation of accountability mechanism in schools.

There was also an indication that the “people's increased awareness” (SM1) about the poor learning quality and “demand for quality education” (T7) were the driving forces for the introduction of PM in schools. PM is thus introduced to ensure quality learning in the schools:

T1 *Because of the increased awareness, as the people know that the aim of school should not [be] to teach reading the books but to show students how can they implement the learnings [from] the books in their lives.*

T2 *...that the focus should not be only [on] enabling students to memorise or read the book but to enable them to understand the meanings, to prepare them to be good citizens.*

From the participants' perspective, due to this increased awareness in the masses about the '**Taleem ki Tabhai**' (an Urdu phrase which is translated as 'destruction of education'), the primary purpose of Performance Management, therefore, was to "regularise the teachers" (T5) and place a sort of "control and accountability" (EMA2) on them with the ultimate goal of "improving the education sector" (T10). At the school level, PM ensures accountability in two ways. Firstly, "it makes teachers responsible for their performance to the head of the school" (T3). Secondly, it establishes the school leader's accountability to the District Education Officer (DEO) for the school's performance. PM was intended to improve education by controlling teachers and bringing accountability to their work. The participants' responses match the policy statements about the need to introduce PM or an 'accountability system' (NEP, 2009) to raise the education standards. These responses reflect the participants' clear understanding of the purpose of PM as outlined in policy documents, including the National Education Policy 2009 and the document 'Minimum Standards for Quality Education in Pakistan' published by the government of Pakistan in 2016.

4.3.2 The Practice of Performance Management: Official Rhetoric and Ground Reality

For managing school performance, a formal framework called ‘Performance Score Card’ (PSC) is in place within the case schools. Figure 4.2 below illustrates the simplistic version of the Performance Score Card as it emerged from the data.

The KPK education department, with the technical and financial support of the UK government’s Department for International Development (DFID), designed and adopted the Performance Score Card (PSC) as a key tool to manage performance in KPK schools on two prime objectives: access and quality education. PSC has been equally applicable to all the schools in the province since 2014. The data on indicators in the scorecard is collected, measured and analysed every month from the schools, including the two case schools. Based on the analysed data, all the schools are then ranked for performance, as discussed in detail in section 2.10.3.

The Performance Score Card	
Access Indicators	Quality Indicators
Students Attendance Rate	Grade 5 Exam results
Teachers Attendance Rate	Grade 8 Exam results
Non-Functional Schools	The Board Exams results class 10 th and 12 th
Functional Schools	Teachers’ availability rate
Functional Facilities	CPD (Continuous Professional Development) participation rate
Non-teaching staff availability rate	Induction Program Participation rate (IP)
PTC Meetings conducted	IP monthly Assessment’s rate
Schools without surplus Teachers	IP tablet base completion rate
Admin visits conducted	SQMI Visits, (School Quality Management initiative)
Provincial ADP utilises	
Non salary budget utilisation	

Figure 4.2: The Performance Score Card

Source: Simplistic view of Performance Scorecard as developed from the data provided by the District Education Office

Figure 4.3 below presents a brief description of the terms and practices relating to PM within the two units of analysis.

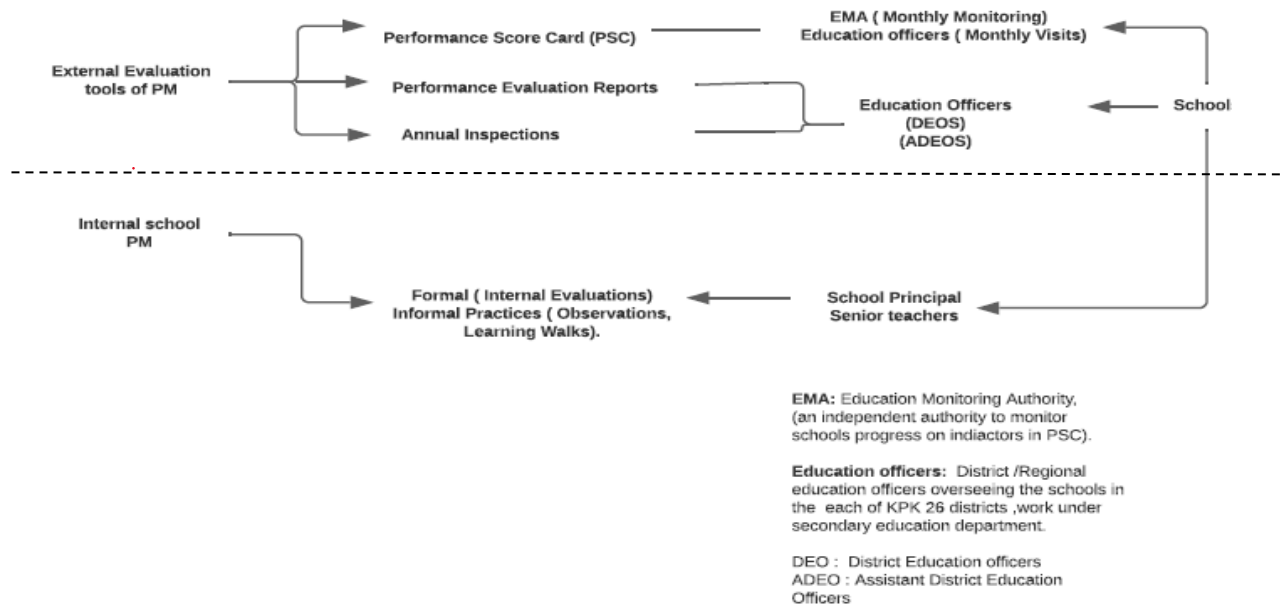


Figure 4.3: PM Process in the Two Units of Analysis

Source: Developed by the author

Using the Performance Score Card framework, the performance within the schools is evaluated by evaluators who are not directly affiliated with the school. This '*external evaluation*' or the '*monitoring by evaluators*', the term commonly used by participants, is mandatory for all the schools and is conducted regularly through separate bodies, including the EMA (Education Monitoring Authority) and educational officers including District Education Officers (DEOs), Deputy District Education Officers (DDEOs), etcetera. Further to external school Performance Management, an annual appraisal called a PER (Performance Evaluation Review) is conducted to measure the performance of individual teachers in schools.

Additionally, there were references to internal formal and informal PM practices that exist independently of external processes in these schools and are naturally adopted by senior school management at the school level for managing performance, as

shown in Figure 4.3 below the dotted line. However, developing any such kind of mechanism is not mandatory for schools, nor are any official guidelines available for school heads for school-level Performance Management. Adopting any kind of such procedure is thus the sole discretion of a school's senior management or leadership. Therefore, different approaches for managing performance at the school level have been adopted, depending on a school's needs and resources. For instance, the 'evaluation register' designed by the school head in school A is used as a source of performance information. The register is used by senior teachers (referred to as evaluators) to record the observation of teachers' performance inside the class each month. This performance information recorded is shared and discussed with the head teacher in the presence of the concerned teachers. Based on the senior teacher's report in the register, the head provides the teacher with feedback and guidance for improvement.

In the external PM practices uniformly applicable to all schools in the province, the corpus of data revealed tensions between these secondary school PM practices' rhetoric and ground reality. These hidden tensions in mandatory PM practices, as articulated by respondents, are presented in the following themes: 'Monitoring and Inspection as Tools', Performance Evaluation Reports, 'The Performance Score Card and Quantitative Measurement Culture', and 'the Board Examinations results as measures of performance'.

4.3.3 Monitoring and Inspection as Tools

The theme's practice of Performance Management, as articulated by respondents, comprises the school monitoring and visits as conducted by the EMA (Education Monitoring Authority) and education officers simultaneously every month to ensure the achievement of targets on indicators in the Performance Score Card; and the annual inspections of the schools as performed by education officers.

The prevalent view among the respondents as they talked about PM was related to the regular monthly monitoring of the schools by the independent EMA.

According to the official documents IMU (2017), the role of the EMA is to visit the schools every month and independently collect the data on school improvement indicators as outlined in the Performance Score Card in Figure 4.2. The objective is to ensure real-time performance data for high-level district and provincial officers to oversee the schools' performance. Interestingly, it is evident from the corpus on the ground that the role of EMA is perceived as much more than data collection. For most participants, externally, *"PM in schools is all about monitoring by EMA [monitor] who visits the school on a monthly basis"* (T5). The zero-notice inspection (Page, 2016) of the schools by the EMA monitors has made these schools' heads vigilant as they maintain an elevated level of preparedness and keep their performance at its best:

T3 *...because of this reason [EMA visits] our school head and teaching staff always remain active. As we all have in our minds, anyone can visit our school any time for our evaluation.*

T20 *Because of the monitoring, there is a persistent fear as they inspect the school regularly without any notice.*

These participants' responses suggest that the monthly EMA monitoring is the crucial element in PSC for ensuring compliance and bringing accountability to the schools as it creates an atmosphere of fear in the schools. The schools thus remained active to ensure a good performance on the scorecard indicators.

The second dominant theme within 'external evaluation tools of Performance Management', as demonstrated by respondents, was the monthly visits and annual schools' inspections conducted by education department officials. These include school visits by district-level officers, including District Education Officers (DEOs), Deputy District Education Officers (DDEOs), etc., and visits to the schools by provincial officers, including the director of education, assistant director of education, etc. The education officers are obliged to ensure performance on the targets identified on the Performance Score Card by visiting the schools every month

to facilitate performance achievement by providing feedback and resolving issues that inhibit the performance. For this purpose, the regional education officers have been granted authority in matters (financial, human resource recruitment, appointments, etc.) relating to school functioning. However, it is apparent from the data and PM documents at the school level that these visits *“do not occur regularly”* (T4) and smoothly and are not as effective as outlined in official documents. These officials' visits to the schools are often superficial, ensuring the performance of access level quantitative indicators only. They do not visit the classes to observe the teaching and ensure that learning occurs. Instead, their visits are limited to school offices, which participants believe is ineffective. The participants at the school level and EMA pointed to the *“lack of commitment and interest”* (EMA1) from officials as the main reason for this. The educational officers conversely highlighted the *“issue of time”* (DO2) and *“resources”* (DO3) as the main obstacles to ensuring effective visits.

While the provincial officers acknowledge the problem of time and resources with district officials, they point to a lack of commitment and interest on the part of the officers that influence the effectiveness of PM practices. For example, the *“district education officers oversee all the district's education matters, from HR-related issues to finance dealing with the community and politicians”* (DO2). There is little time for the officials to visit all the schools and observe the individual classes or teachers with this workload:

DO2 A DEO is required to visit 20 schools a month. However, a DEO's job description is so tough that he cannot afford to visit each school, spend time, and [make] a detailed inspection.

The most striking aspect that emerged in the data is that, despite official and EMA visits to ensure achievement in terms of Performance Score Card indicators, school-level senior management's vague responses reveal a lack of complete awareness of the indicators employed in the Performance Score Card. Similarly, the teachers' responses indicated a lack of information about officers' visits.

- SM1** *...So, performance is done on various indicators; there are different performance categories. Like, one indicator is education, another is staff attendance, school projects, cleanliness, and neatness... there are so many indicators, and every indicator gets a score....*
- SM2** *So, 50 per cent weightage is given to the results and 50 per cent to other parameters like attendance, or other different activities, like sport, what performance a teacher has shown, to what extent, so there are many things in that, then.*

On being questioned about any Performance Score Card-related documents in the school, the same respondent said:

- SM2** *These parameters' [indicators] documents are held in [District Education] office; they don't share this with us. I have known this personally. I will try [to see] if I can get that, [then] I will share that with you.*

The second mandatory practice that educational officers widely mentioned for managing school performance was 'the annual school inspection'. However, teachers and school leaders were unclear about the actual realisation of annual inspection. While some participants said it exists, others termed it an ageing process that is no longer functional. The majority of respondents at school level denied the existence of annual school inspections as a PM tool:

- DO5** *Another evaluation system that the directorate is utilising, is annual inspection reports that we share; our performance is judged by it, in terms of where we are up to.*
- DO1** *We have a system of annual inspection, where school inspection is conducted on an annual basis.... In the annual inspection, our team visit a school and thoroughly assess the school.*

However, a large number of participants at the school level denied the existence of annual inspections for school performance.

- T1** *Every time, it is said education officials will visit the school at the end of the year for inspection. The officers will observe the teachers' presentation. But [up to now], it [has] never happened.*
- T2** *...I was teaching in a school of XXX, and the inspection occurred in that school only one time. It was in 2010...*
- T3** *In my job experience, I have never seen any inspections.*

On being asked whether the inspections still occur, the T3's response shows a lack of clear information:

...They have not said anything like the old system has ended now. Like, still we think that officers may visit our school in December. Maybe our school will be inspected in December.

The officials asserted that the coverage of all the schools' annual inspections is also not possible within the workload of education officers. Additionally, they highlighted the shortage of physical, human and financial resources as the main reasons for not conducting the school visits and annual inspections.

4.3.4 Performance Evaluation Report

Another essential element of external PM tools, as evident from the data and documents, was the Performance Evaluation Report, commonly referred to and abbreviated as PER. In the official protocol, school principals complete and send the teachers' PER to the district education office. After receiving the PER, the education department uses it to appraise teachers' performance across the schools in provincial districts annually for grade 16 and above teachers. Accordingly, the purpose is to

analyse *“individual teachers' performance”* (T8) and *“develop strategies for skill development and improvement”* (SO1).

Additionally, the Performance Evaluation Report has a section entitled *“fitness for promotion”* (PER Document) to determine the suitability of an employee for promotion based on the overall assessment of employee performance. The interview extracts, however, illustrate an entirely different picture. Some participants referred to the PER as just an activity; others expressed a complete lack of knowledge about it. Moreover, respondents' view of the PER is a formality limited only to filling in the forms, where the same comments, *“all good”*, *“good administrator”*, *“good behaviour”* (SO1), are written for all.

In practice, the PER has no role in *“teachers' promotion, development”* or *“performance improvement”* (SO2). Instead, the teachers are promoted on a seniority basis where they get an increase in salary, as illustrated in the following extracts:

DO2 *In Pakistan, it is considered as just a formality. Here we have the trend that we cannot spoil the PER of somebody. If the PER is negatively reported, it is mostly not based on performance but on personal grudges. This is a trend....*

Participants articulated the role of PER in bringing performance improvement:

T5 *Let's suppose if negative remarks are reported on someone's performance. Still, there is no response [pause]. No, they never look into it as a means to bring improvement in performance. Like, no action is taken; that teacher still gets promotions and continues the teaching despite a deficient performance report.*

DO3 *...Rather than reporting the correct remarks on skill level like for language proficiency we write 'very good, excellent, good for all. And when asked in reality to write a leave application than they are unable to write it.'*

S02 *It has no role in promotion; all the employees are easily promoted based on seniority.*

DO2 *If we do report negative performance, we have to face a lengthy procedure. We have to provide evidence, proof, and face enquiries. For these reasons, PER has become a formality [pause]...*

4.3.5 The Performance Score Card and Quantitative Measurement Culture

The predominant view from the interviews is that the PM framework (Performance Score Card) is only partially achieving what it aims to, as it is not fully functional on the ground. While the Performance Score Card framework of PM for schools includes access and quality indicators, as shown in Figure 4.2, *access-level indicators* are the area only emphasised in PM on the ground. The primary emphasis in all the monitoring conducted by the EMA and education officers is on the ‘visible’ access-related and quantitative indicators. More specifically, the attendance of teaching, non-teaching staff and students in the schools are the areas mentioned by participants at school level, where all the measurement and reporting of performance occurs presently.

T4 explained it as follows:

...the IMU from the government is constantly working, [in] that the monitor visits the school, but you know that they only check the students and teachers’ attendance.

T17 *They come and just check the strength (number of students present), see if there are any school-related problems, check the teachers and students’ attendance...*

These school-level participants' responses to indicators in the PSC illustrate that the emphasis on the scorecard is on performance achievement in access indicators. In contrast, although the education officers did mention the quality indicators in their discussion about the Performance Score Card, they could not provide evidence of its practicability in secondary schools except the “*Board Examination results*” (SM1),

which is the sole quality indicator used to judge the schools' academic performance. In all the cases when officers talked about quality indicators, they referred to examples from primary schools. They all agreed that quality indicators relating to teachers' development (CPD) or teaching observations (SQMI), as shown in Figure 4.2, are not looked at in reality in the PSC in secondary schools.

The participants in all categories were appreciative of the improvement because of PM in eliminating truancy and solving the problem of ghost schools (schools that exist only on paper but are not functional in reality) and basic facilities in the schools. However, there was a sense that they wanted something more. It was apparent from the data that the PM practices should move beyond collecting and reporting performance information on access indicators. Throughout the data, it was evident that the quality-related indicators in the Performance Score Card are ignored and are not practically observed on the ground:

- T3** *We need to focus on improving the quality of our education. We should not just look into quantity, but to enhance the quality of our education.*

- SO2** *We are just looking to the presence of the teachers....it is assumed that, when teachers are present, they will be engaged in teaching and that, when the students are present, the learning will occur. To this extent, we can say that, yes, improvement has occurred comparatively. But, with quality, we cannot say that progress has happened regarding quality.*

- T1** *They are required to personally visit and observe whether things are real or not; they need to identify that, yes, these schools are performing, these are not.*

The existing documents relating to PM in the two units of the analysis confirmed the emphasis on access indicators, as the register recording officers' comments about school performance showed that they related to the students and teachers' attendance and general school appearance. Furthermore, surprisingly, similar

observations with the same contents were noted repeatedly in several visits to both schools over the time.

In terms of improvement in the quality, the academic results are the only measure used in the Performance Score Card with which the participants at all levels primarily showed dissatisfaction. Therefore, from respondents' perspectives, PM practices must include an element relating to evaluating the actual teaching practice inside the class and the resultant improvement in the quality of learning. The following accounts echo these sentiments:

T3 *In Performance Management, I will say that the education department needs to visit the school regularly, but it must not be limited to checking attendance only; they must observe the teaching method and the teaching quality of a teacher; that [is,] how is a teacher teaching...*

T17 *...they must check the school record and also take information about the status of the students; that [is,] what the students have learned in the calendar year or a month.*

As shown above, the participants highlighted that those basic needs of teachers' support and facilitation relating to improvement in performance are being ignored in external PM practice. In further discussion about the teachers' facilitation, the respondents highlighted *"the need for proper feedback on performance and the training and development aspects as critical in PM to improve quality"* (T3).

Apart from focusing on quality indicators, participants also highlighted the importance of qualitative aspects of other access-level indicators used in the Performance Score Card and the need for inclusion of their implication for overall improvement in education. In their views, the performance reporting on access-level indicators must also consider the qualitative aspect. The reporting should not be limited to yes/no answers or counting the numbers; instead, it must show a detailed picture of performance on the specific indicator. The following statements highlight the importance of detailed reporting on access indicators:

EMA 1 You have just written whether the basic facility is available; yes, it is. Like, you have to look into its functionality, not just to availability, in indicators. You have just mentioned about the availability and not the functionality.

In further discussion, the same participant elaborated this point:

For example, these days all the solar systems [for electricity] are out of order, their batteries are down. These are not functional anymore; in the performance ranking, it is available, but in reality, it is not as it is not functional anymore. Schools are not granted any additional funds to fix it. The students are sitting [learning] in scorching weather as the solar is not working.

And as explained by two other participants:

T3 ...They must also check the condition of our science labs, computer labs, rather than just availability. [Whether] the computers in our schools are working or not. Do we have all the materials required for experiments in our labs? So, this should be considered.

T14 If we want to do a practical science experience, here one instrument is present in an experiment, but the other they have not provided.... Still, it is regularly reported that this school has a science laboratory...They must come and check the science lab condition...?

It is worth mentioning that both of the EMA members – the individuals dealing with data collection on indicators daily – highlighted the qualitative aspect of indicators. Similarly, teachers' statements confirmed the impact of the negligence of detailed aspects of indicators, as stated above.

4.3.6 The Board Examinations' Results as Measure of Performance

Across the interviews, as expected, the similar responses of the participants at each level show that the students' results in the annual board exams are the primary measure currently being used to measure school performance. The provincial education department policies have centrally imposed a *“target of 40 per cent results in the board examinations as the acceptable performance” (DO1)* for the secondary schools in the province, which the participants also echoed. This settled target represents a yardstick by which the teachers, school principals and schools are held accountable for the students' performance in the board exams:

DO1 *So, as district managers and heads, we call [for an] explanation from the schools whose overall result is below forty.*

SM 1 *When the result is declared, I call a meeting of my teaching staff and discuss with them, that teacher has achieved that [high] result, why is your one low? Explain it to me?*

The only action being taken after the declaration of the results, as evidenced from transcripts, was the DEO's call for explanations from the school principals by the education officer (DEO) during the post result meeting. The principal explains the reasons, and this cycle continues each year. However, it is insufficient for participants as it cannot promote accountability since it does not make individual teachers answerable for performance. In addition, it does not account for school-level differences in terms of available resources and the socio-economic background of enrolled students:

SO2 *But this is not the solution, to call [for an] explanation from the school principal.... You cannot just simply call a principal for results since you have not provided them with all the staff and the required resources.*

T14 *As I talked about the results, so if the result in (a subject) is not good there must be a kind of answerability [from the concerned teacher]*

- T4** *The reason for this is that the students in government schools are from the lower social-economic background...*
- T9** *It [students' background] does affect the overall results.... We cannot do anything about it, but our results are affected.*

While the only functional indicator in terms of education quality in PSC, the information extracted from interviews describes the board results as problematic and inadequate to reflect the school performance.

For instance, many respondents who talked about examinations expressed dissatisfaction with the exam procedures and results by citing various concerns that make the whole system doubtful. The participants repeatedly passed comments about the usefulness of the board exams and pointed out several issues with this indicator:

- T13** *...the problem reclines in the board exams.*
- DO1** *The board results, I will say this is a separate topic... [loud laugh] there are so many factors...*
- T14** *.... Board exams are like, it is [laugh] what can I say, [long pause], myself I am not satisfied with the board exam like I often do the duties in the exams, I do run the hall strictly, but I am not convinced with the whole exam system.*

Most interviewees pointed out that the exams are still conducted with outdated procedures and promote rote learning and teaching to tests. Under such a system, it is not difficult for students to obtain marks. The exams do not reflect their true understanding:

- T18** *The problem is in the examination systems: the exams are not conducted in a proper manner...*
- T9** *The first thing is that examinations are still arranged with that outdated procedure.*

- SM2** *The learning is not of that level. So how are students getting high grades in the exam? The reason is that they set the questions [that can be memorised] so students easily get bundles of marks and are promoted to the next class.*
- T15** *The focus on conceptual understanding in examination is low very less, like the students are less likely to fail.*

Another central theme that emerged within the board examinations was unfair means and cheating elements. There were references to several contributing factors to this element: the design of the assessments, the exam duties, the exams boards, the private sector schools' role, and the students' background. Consequently, the results do not reflect the schools' actual performance and are spurious. Participants elaborated that the results depend on the exam conditions. The problem is that not all exams are conducted under the same conditions. Some halls are operated “very loosely” (open cheating) (T17) and others “strictly” (T9); most participants echoed this:

- SM1** *There are various kinds of results; let me tell you, results depend on examination halls, results depend on struggle, results depend on the environment. Some halls are loose, other are run strictly by [a] superintendent; here comes the difference in results.*
- T11** *Cheating has become an acceptable trend. I am not specifically talking about our school; if we do not want to facilitate such [poor background] students, the general trend is still that we must have to facilitate them. This is the ground reality.*

Some of the participants highlighted the influence of private schools on the board's exams.

- T9** *.... Private schools hire their exam halls; the students are facilitated by cheating, or students copy from each other or through other similar*

ways students are helped out, and, to the public, it is shown that we are the best.

There was evidence of the devastating effects of the flaws in exams on students, teachers, the overall quality of learning in schools, and society as a whole across the interviews: *“Like, if our students today are not working, the major reason behind it is the examination environment”* (T4). As stated by another participant, *“The students' minds are developed [in] that they will be helped out in getting the required grades”* (T12). This discourages talented students and hardworking teachers. The senior management at school level described the overall consequence of this trend as follows:

SM2 *So, it is true that students get the marks but through unfair means. Consequently, we don't have that learning level and knowledge, the experience, and intelligent peoples that we [our society] require.*

The emphasis across the data is on taking corrective steps and redesigning the exams by focusing more on conceptual learning. In addition, all sorts of unfair means used must be stopped and the actual performance of the schools and students in exams should be shown, which will eventually lead to improvement in terms of quality. As stressed by T15:

‘... these illegal practices must be stopped completely; if the students fail, let them fail. This way, the students' minds will open, the students' hidden skills will become evident, the weak students will get better, and the bright students will become brighter. This is vital for the students and their future.

The above themes presented the respondents' thoughts on the PM activities and practices within secondary schools in KPK province. The following themes present

the stakeholders' perceptions and understanding of the concept and need for PM in secondary education.

4.3.7 The Recognised Need for Performance Management

The participants at all levels recognised the need for Performance Management. There is indication from the data that PM is beneficial in several ways. The respondents are optimistic that the system will improve secondary education in Pakistan if followed correctly. They used the phrases “*a good system*”, “*a useful tool*”, “*beneficial*” and “*helpful*” to describe Performance Management. The following extracts describe participants' perspectives on the need for Performance Management.

- DO2** *...It is good. It is excellent. Like I am saying that, if there is cross-checking from every side... as, it is a kind of cross-checking, when it is done, things improve.*
- DO1** *This is a significant step that has been taken in the education department. Myself, I don't feel anything negative about it.... Overall, it is an excellent initiative to improve the system....*

The interviewees in schools extended the conversation and discussed why they believe PM is beneficial, for whom it is beneficial and in what ways. The participants believe that PM is valuable for the students and teachers. First, it creates a sense of responsibility and positive competition in teachers and students, ultimately enhancing their learning experience. It is beneficial for the teachers by promoting peer learning and collaboration, leading to their professional development. However, it is worth mentioning that these views were from school-level participants who attributed these benefits to the independent PM practices that these schools' leaders themselves have designed for managing their school performance, as shown in Figure 4.3 below the dotted line. Further, it is important to highlight that developing any such kind of mechanism is not mandatory for schools, nor are any

official guidelines available for school heads for school-level Performance Management.

- T8** *...it is very useful, very useful. Since it is not a competition, it is collaboration, it is interaction, and it is integration. So, it is helping us a lot.*
- T10** *This is particularly good, as we have become responsible and the students to get it serious since in our evaluation the senior teachers ask the questions from the students.*

The school principals and senior teachers in the schools (Evaluators) responsible for carrying out their school-level PM relating practices also had favourable perceptions about Performance Management, depicting that teachers have welcomed the initiatives. For example:

- T7** *[Evaluator] We have not yet experienced that teachers have expressed any grievance over it. I haven't felt that. As a vice principal in the school, I have relationships [interaction] with every teacher, but I haven't heard anything that a teacher has expressed displeasure about it.*

A second evaluator recalled that the teachers were worried and pressurised in the initial days after the head initiated the process. However, it was then explained to them that PM is for their benefit.

- T8** *[Evaluator] In the beginning, they [teachers] were overly cautious. Many teachers even used to ask us to please draft a positive report. We clarified that that is not a competition. We want to improve you and even ourselves. With this improvement, we will surely enhance the students and school performance; it is not a competition, it is a collaboration. Now their attitude is changed.*

While the school-level participants could not associate any benefits with official mandatory PSC, the education officials found the PSC valuable because it gives them

a clear strategic direction and helps them plan their activities. It allows them to access the performance data about all the schools in their districts in a timely manner.

DO1 *This is a proper system that helps us in our future planning as we base our secondary schools' planning on it.*

4.3.8 Summary of the Theme

The sub-themes presented above indicate that participants clearly understand the purpose behind implementation of PM in secondary education. While articulating the reasons for the introduction of PM in secondary education, there is an indication in participants' responses that PM in KPK schools is oriented to an accountability model of PM and intends to improve education by bringing accountability by ensuring teachers' attendance.

The sub-themes (the practice of Performance Management: Official rhetoric and ground reality; Monitoring and Inspections as Tools, Performance Evaluation Reports, The Performance Score Card and Quantitative Measurement Culture and the board examinations results as a measure of performance) presented the respondents' thoughts about the officially mandatory PM activities and practices within secondary schools in KPK. It is evident that on-the-ground EMA monitors visiting the schools is more effective in ensuring performance on specific indicators than official visits or annual inspections. Performance Management's current practices in schools have created a quantitative performance culture, where all the activities are concentrated on target achievement of visible quantitative indicators. At the same time, the quality aspect is largely being ignored. The only functional indicator used to assess the quality performance is the annual board exams. However, participants primarily showed their dissatisfaction due to flaws in the examination system, so the results of the exams do not reflect the students' true learning. Therefore, using this indicator in PM to assess education quality in schools is misleading.

Overall, the participants recognised the need for PM and held positive perceptions about PM in secondary education, welcomed the initiative and hoped that it would improve the sector if followed appropriately. What follows is the exploration of the influence of existing PM practices in the two units of analysis.

4.4 The Influence of Performance Management

The findings show that most participants believe that the existing PM has produced some favourable influences in secondary education. However, the data varies in describing the magnitude of the influence: some participants define the influence as *“huge”*, others term it as *“not much”*, yet surprisingly others claim there is *“no influence”*. The deeper analysis shows that the variation in participants’ responses in describing the influence was due to the confusion in defining Performance Management. The participants who define the term narrowly as measuring and collecting performance data on indicators, attributed the favourable influence of PM practice to its accountability aspect that has improved access indicators in the Performance Score Card.

On the other hand, there are participants who view PM as a broader phenomenon that involves developing individual teachers’ capabilities for bringing long-term quality improvement. According to these participants, since presently there is no improvement in quality indicators (see Figure 4.2), it cannot be regarded as an overall improvement in education.

Further, in describing the influence of PM on teachers, participants refer to the independent formal/informal PM practices adopted by their school management, as shown in Figure 4.3 below the dotted line, rather than the formal mandatory Performance Score Card as designed by the education department. Table 4.2 below provides an overview of the sub-themes within this theme.

Table 4.2: The Influence of Performance Management

Overarching Theme	Emerging Sub-Themes
The Influence of PM	<ul style="list-style-type: none">• The confusion surrounding the definition of Performance Management at grassroots level• The scope of Performance Management's influence• The influence of Performance Management on teachers• The perceived Influence of PM on the students• The influence of Performance Management on the schools and Education officers

Source: Developed by author

4.4.1 The Confusion Surrounding the Definition of Performance Management at Grassroots Level

While the importance of PM in the public education sector is widely discussed, as covered in Chapter 2, there is confusion about what defines PM in the public education sector. The respondents in this study, including senior school management, schoolteachers, and education officers, have mixed perceptions of Performance Management.

When asked about their understanding of Performance Management, the respondents described it as a process of managing the school performance. For most respondents, PM is all about *“monitoring and measuring individual teachers' performance”* to manage school performance as a whole. The terms *“planning”, “observations”, “monitoring”, “an accountability system”, “performance assessment”, “indicators”, “communication”, “the feedback”, “achieving the objectives”,* and *“the input, process, and output”* are typical in interview transcripts as the participants articulate their understanding of Performance Management. As expected, the participants described PM as the continuous process, for improving performance and achieving objectives by regularly analysing the performance.

- D02** *It is a continuous process over the year for improving performance towards achieving the pre-established objectives through continuous monitoring of employees.*
- SM2** *It is important for the principals as it enables them to assess the individual teacher's performance and assists them in achieving the intended output. Through this, we know about our teachers' performance and that how they reach the goals. It is to get the good output.*
- T5** *The thing is that, when they set some goals or mission to achieve, then PM through assessment is done to see whether the goals are being achieved or not, or how much is achieved.*

The above statements from participants reflect that PM is past-oriented; it is about evaluating and monitoring the past performance for achieving the intended objectives. The responses of other participants, on the other hand, suggest that PM is a system for improving future performance. Therefore, it is for the development and support of all the teachers.

As commented by T1:

- In the education context, my thinking is that PM is a process that supports all teachers' development. That we improve [the] teaching-learning process so that school improvement occurs.*
- T4** *PM is about identifying teachers' needs and problems, facilitating teachers, and eliminating issues and problems of teachers in achieving the objectives. And then, the after review [post-evaluation] of the teachers' performance to see if any difference has occurred.*
It is like the rating of teachers by looking into teachers' current and previous performance. Specifically, to identify room for further improvement in teachers' performance.

- T10** *PM is for the benefit of the organisation, its head and employees as it is about managing and improving performance through training and communication.*
- T9** *It is mainly about the teacher's performance, that at least they know how to develop their skills, removing the weaknesses in performance and creating professionalism in them. So, this is all about enhancing performance through development.*

While a number of participants confined PM to teachers' performance, others viewed it as a broad phenomenon involving individuals at different educational levels. By viewing it holistically, participants conceptualised PM in education as concerned with school leaders, management, teachers and students. PM is thus defined as a procedure to analyse and improve the individual/school-level's performance to achieve broad organisational (education department) goals:

- T17** *It could be the management of the head, or it can also be the management of the teacher's performance, so, like, the head is responsible for school performance, the teacher is to manage the class performance.*
- T3** *PM is a broad process; it is vital for checking the teachers' performance... it is a continuous process in which we evaluate the school, [and] the teachers' and the students' performances.*
- T8** *It is a continuous ongoing process comprised of certain practices, and it involves the management and teaching staff to achieve the school goals.*

These sub-themes indicate that study participants have a mixed understanding of PM in secondary schools. Some participants defined PM as a process to judge teachers' past performance. Others viewed it as a process of promoting teachers' development for the enhancement of future performance.

4.4.2 The Scope of Performance Management's Influence

The research data shows that PM influences all the stakeholders in secondary education, including the teachers, students, schools and officials. There was a general accord that the new system has brought improvement as compared to the past.

However, the responses varied in describing the degree of improvement. For instance, respondents used the terms “huge”, “much”, “to a large extent”, “very much”, “to some extent”, “not much”, “forty per cent”, “fifty per cent”, “not yet”, etcetera to describe the magnitude of the influence of Performance Management. The participants' responses also reflect that the affect is firstly due to the check and balance system or accountability aspects for some indicators in the Performance Score Card. This accountability is primarily ensured by EMA surprise visits, which create fear in teachers regarding performance in these indicators.

- DO2** *The influence is that now people are a little concerned; they know that they have to do it anyway. Because of this [Performance Management], things are very much under control now’.*
- T2** *...There was a need for check and balance; for these reasons, all those working in the education sector try to be more involved and active in the process.*
- DO1** *...I mean, the system [PM] has benefits...this is because when there is answerability, guidelines, feedback and clear targets for achievement, so there is definitely struggle for it.’*
- T13** *The monitoring team [EMA] do not care about anyone; they visit each class and check the students' attendance.*

Secondly, it has created an environment of competition, where everyone wants to move ahead, whether it is individual, school or district level. Throughout the data,

there was evidence of the influence of PM on school principals and education officers in terms of securing a better ranking in the Performance Score Card, as elaborated below from interview data.

SO1 *First, the competitive mind is developed; every district tries hard to come in the top five. Then, every officer tries [to ensure] that their district does not come in [the] red five, the bottom five districts...*

Surprisingly, some respondents expressed dissatisfaction regarding Performance Management's influence, stating that the only improvement due to current practices has occurred in teachers' and students' attendance. Therefore, for them, it cannot be referred to as improvement until PM produces a favourable influence on the quality of education delivered in the schools:

SO2 *We are just looking at the presence of the teachers..... to this extent, we can say that, yes, improvement has occurred comparatively. But with quality, we cannot say that progress has happened.*

4.4.3 The Influence of Performance Management on Teachers

The data shows that “*the control of teachers' absenteeism*”, as one of the sub-indicators in access as shown in Figure 4.2, was the immediate change after implementing PM. Participants overwhelmingly referred to the critical role of the EMA's impartiality and surprise visits in bringing this change, as they regularly visit the schools and report teachers' attendance. Based on their report, an amount is deducted from the salaries of teachers with unauthorised absences.

The regular surprise visits by EMA pressurise teachers as they try to be prepared and remain active in school. Furthermore, based on the EMA reports, the District Commissioner makes education officers answerable for monthly attendance targets in the monthly performance review meeting. This cycle creates pressure on

education officers to ensure attendance in schools as they sensitise school heads about teachers' attendance.

Consequently, all this has created pressure on teachers as they try to maintain their attendance to avoid sanctions. However, it is evidenced from the data that the only influence that the PSC creates is it control the teacher's absenteeism which seems primarily due to emphasis on it during school monitoring and monthly performance review meetings: i.e., a) The regular monthly performance review meeting of educational officers, EMA and Deputy Commissioner to discuss target achievement on PSC indicators; b) The following performance review meeting of educational officers with school heads:

T18 *As the EMA checks each teacher's attendance by identifying their NICs, this has created fear among teachers that, if they remain absent, they will be removed. So, the teachers have started coming to school on time.*

T14 *I attended a meeting on behalf of our school head; as they showed the ranking, our district was down in the red. So, there was intense pressure. The official told us, this must not be the case. So, we were told to sensitise teachers and students.*

While articulating the other influences of PM on teachers and teaching, the participants referred expressly to school-level practices, which are additionally adopted by school heads for managing their performance and are independent of the formal Score Card. These formal/informal practices are designed by school heads themselves to observe their teachers' performance. However, they have no role in teachers' promotion or professional development as they are not mandatory and are not recognised officially.

Adopting any kind of such procedure is thus the sole discretion of a school's senior management or leadership. Therefore, the two units of analysis have adopted different approaches for managing performance at the school level depending on

their needs and resources. It is Important to note that this internal performance mechanism does not exist in all the schools:

- T2** *It is an internal matter to the school, so every school's head designs a specific one according to their thinking and requirements.*
- S02** *It depends, like, it varies from person to person. Some principals give this thing [Performance System] high importance, so they do such activities in their schools...*
- T8** *It was... hmmm, you know! Its implementation depends upon the principal or management as well. And again, I can say that it still does not even exist in some of the schools.*

The head of the central school has more physical and human resources and has therefore personally designed a more formal evaluation system. In their evaluation system, as most teachers elaborated, "*The senior teacher visits the class, observes the students, checks their notebooks, and asks questions*" (T6). Based on this, evaluation marks are assigned for the teacher's performance in the evaluation register. Following that, "*The school head and teacher meet in the evaluator's presence to discuss the teacher's performance and provide the feedback*" (T8). Finally, the headteacher "*discusses the teacher's performance, provides feedback, and then decides to take further action in [the] case of poor performance or best performance*" (T3). However, the action in case of poor performance is limited only to providing general oral feedback as these inside school practices are not linked to any formal mechanism for Performance Management.

In contrast, the rural school has limited human resources and capacity. Therefore, it adopts more informal practices: observations, learning walks, checking the students' notebooks, etcetera, to manage teachers' and school's performance. These include mainly the school head's learning observations and interactions with the students about individual teachers' performance. Following, the observation, "*If the head finds any deficiency in the teaching, the principal either calls the teacher individually or discusses it in the monthly meeting*" (T17).

The corpus of data evidenced that these inside practices support the teachers' development as it provides teachers with an opportunity to forward their concerns and strategies for school improvement. In addition, this participation increases their self-confidence, motivates them and enhances their enthusiasm, leading to school improvement as the teachers try to improve their teaching further:

T1 *So, in this process, as all the teachers are involved, everyone knows that yes, I am valuable, I can do something, I am contributing; this enhanced their self-confidence.*

T4 *The head appreciates the teachers having good evaluation reports. She claps [her] hands for good-performing teachers; this motivates other teachers too, as they aspire to achieve well next time.*

The learning walks (Page, 2016a) and observations by the school principals or other senior teachers, and the “*follow-up feedback*” (T9) in the meeting with the school leader assist teachers to “*identify their weaknesses and strength*” (T13), and provide them with guidelines for further improvement, for instance, “*use a YouTube video for grammar teaching*” (T8). It serves as a source of self-reflection for teachers and helps them in “*the realisation of their responsibilities as they go and leave class on time and give students proper time*” (T7). It improves “*teaching as teachers effectively manage their time in class and cover the syllabus on time through better lesson planning*” (SA T6).

T4 *...each teacher knows that “I am continuously monitored”, and therefore strives to perform well. We know that we are in observation, the school head is reported to about it.*

T18 *The headteacher takes rounds of the school, often visits a class, and sits there; this creates the sense in the teachers, “We need to prepare the best lessons...obviously if we are delivering good, only then we will be appreciated”.*

- T6** *They [Evaluators] give us feedback in written form, and we try to overcome the identified weakness.*
- T1** *We are shown the areas we need to improve; I will say this process serves us as a mirror; we view our photo [performance] in it, both good and poor.*

The internal PM supports teachers' professional development in the sense that it encourages mutual collaboration among teachers, providing them with the opportunity to learn from each other and/or from senior teachers to enhance their skills and remove their weaknesses:

- T7** *The senior teachers even go to the class and appropriately show them [junior teachers] how to teach, without knowing the students; [in] this way their teacher is assisted.*
- T8** *Because of the feedback, whether it is positive or negative, teachers are learning. As the principal gives me feedback, I learn; I try new things, do new activities, and readdress things. So, it is a kind of professional experience for me.*
- T9** *Teachers ask each other, for instance, "It is hard for these students to understand this concept. How can I make them learn it, what should I do, counselling or what other method?"*

However, it is essential to note that these responses were mainly from the central school A teachers. This is because they have more resources as compared to school B, as evidenced in section 3.5.5, and have therefore developed an evaluation system that evaluates and records individual teachers' performance for discussion about improvement; see Figure 4.3. On the other hand, the school B (rural school) system is limited primarily to on-the-spot feedback for teachers as they identify the need in observations. However, this internal school PM exists independently of the external PSC and hence is not sufficient in overcoming the identified weaknesses, as

evidenced by the participants' demand for teachers' professional development by the education department under PSC in sub-theme 4.5.6.

4.4.4 The Perceived Influence of Performance Management on the Students

The most direct and visible effect of PM practices on students, as mentioned by the participants, is improved attendance. Students' attendance has seen a significant increase due *"to the centrally imposed monthly targets for the student's attendance"* (EMA Documents) and then the consequent accountability of the officers and school leaders for the lower attendance. The participants thus view the accountability aspect in PM as necessary. Concerning the impact of PM practices on students' learning, the educational officials responded that there is *"a positive influence"* (DO2); the potential mechanism for this impact is that the presence of students and teachers in the school automatically enhances the students' learning:

SO1 *Attendance of the students has improved and there is an excellent visible change in it.*

DO1 *On students' learning, it is evident if we ensure the students' punctuality, [it] makes them regular, makes the teachers regular. When monitors and officers visit the schools for evaluation, and there are parallel board exams, improvement in learning definitely occurs.*

On the other hand, many participants at the school level believe that the school's internal evaluative mechanism has a significant influence on the students' learning through improvement in teaching as *"the teachers transfer the lessons learned from peers and feedback to the class environment"* (T9). The teachers realise their responsibilities, manage their time in class, adopt different strategies to reach all students equally and teach them to the extent that they perform well in the evaluation:

T2 *Not all the students are the same: some are smart, others are not, so the idea is to know whether the teacher is keeping an eye on all the students.*

and

Through these measures, the teacher becomes more active and ensures that every child progresses and develops while using the full potential according to the plans.

T10 *We get the opportunity and try to reach all the students. We try to teach students at least up to the level that they respond to senior teachers' questions in the evaluation...*

SM2 *After identification of weaknesses in a subject, we try to involve those weak students through different procedures like arranging extra classes in a week.*

Participants expressed that, with the regular sessions with evaluators, *"students get concerned and motivated to improve their learning further"* (T10) as, according to evaluator T8, *"the students' responses in evaluations are getting better with time"*.

4.4.5 The Influence of Performance Management on the Schools and Education Officers

The participants at all levels were consistent in their responses about the appreciable influence of PM practices on some of the indicators of school performance. This is because of the accountability, as the school principals are instantly held answerable for target achievement concerning quantifiable indicators in the Performance Score Card.

- T20** *...the majority of schools in remote areas were closed [Ghost schools] as there was no answerability.... now as the monitoring has started. Because of this fear [surprise visits of EMA], these schools are now improved [become functional].*
- T18** *Once I attended a meeting on behalf of our school head; there was intense pressure from officials that the attendance in the school is below the target.*
- D01** *If a school has been highlighted in the meeting (MRM), its head has improved [the performance]. As following that the school principal, then call a meeting of teachers to bring the needed improvement.*

The school principals' felt that PM has created a kind of competition for better ranking in the access indicators, which results in the improvement of school performance in these indicators. Further, the monthly review meeting of school heads with the education officers provides a platform for principals to discuss similar problems and learn improvement strategies from each other:

- SM1** *[It has resulted in] Quick competition.... among staff.... as everyone wants to improve ranking, because of this, competition has begun among schools and among staff in each school...*
- SM2** *They have included such parameters that every school competes with every other school...hmmm... and the competition itself is a good thing... As, in the meeting, every principal desires to hear good words about their school.*

The availability of real-time data enables education officers to access performance information about each school, remain vigilant about the poor performance of schools on indicators, and develop improvement strategies accordingly. In addition,

the PSC has provided them with a clear direction for managing school performance and developing an environment of competition. Each district makes efforts to score in the top five.

SO1 *First, a competitive mind is developed: every district tries hard to score the top five. Then, officers make efforts that their district does not end up in [the] red bottom five districts.*

SO2 *Despite their hectic schedule, the DEOs have become vigilant about performance on indicators; they find the time in their busy schedule to look into these things.*

DO1 *...before this system, we did not even know about these indicators. You can't analyse performance when you don't have clear information regarding these fundamental indicators. Now, as we have monthly real-time data, it has become easier to develop improvement strategies.*

DO2 *It has given us clear directions....*

The in-depth conversation, however, showed that the participants, while talking about these influences, were referring to improvement in visible quantifiable indicators. They could not identify any long-term improvement in hard-to-measure indicators of the scorecard, i.e., the development of teachers as measured by CPD in the Score Card.

4.4.6 Summary of the Theme

The theme discussed the confusion surrounding participants' understanding of PM in secondary education. For some respondents, PM is about achieving organisational goals by monitoring and analysing teachers' past performance. For others, it is about enhancing future performance and achieving goals through teachers' development and support. Due to this basic difference in participants' understanding, the data evidence the differences in participants' responses as they described the scope of the influence of PM in secondary schools. It is found that PM has produced some favourable effects on teachers' and schools' performance in terms of visible quantifiable indicators in the scorecard. The most considerable influence of PM is ensuring teachers' and students' attendance and solving the problem of 'ghost schools'. The enhancement in teachers' performance and consequent improvement in students' learning was associated with the school's internally developed Performance Management. What follows is the exploration of the issues preventing PM from reaching its full potential to have a lasting improvement in terms of both quality and access indicators.

4.5 The Influence of Contextual Factors on Performance Management

Across the data, there was a sense that participants were not fully satisfied with Performance Management. They had some concerns about certain practices occurring at district and school levels hindering current PM from reaching its full potential and achieving the desired outcomes.

It was apparent from participants' responses that achieving the desired objectives of PM in both access and quality needs a due attention to the involvement of parents, assurance of management commitment, facilitation of the teachers, professional development of the teachers, fair rewards, issuance of power and authority to school management, performance-based action-taking mechanism and to solving the problem of resources in schools, as shown in Table 4.3. The current practices occurring across these areas influence individual teachers' and school-level performance, undermining the effectiveness of the whole PM in secondary education. These sub-themes are discussed in detail in the following sections.

Table 4.3: The influence of contextual factors on Performance Management

Overarching Theme	Emerging Sub-Themes
The influence of contextual factors on Performance Management	<ul style="list-style-type: none">• Parental involvement• The need for Management' commitment• The issues of Power and Authority• The need for Fair rewards and Punishments• Support System for teachers• Continuous Professional Development (CPD)• The problem of Resources• The need for internal schools' evaluation• Personnel Mismanagement• Summary

Source: Developed by author

4.5.1 Parental involvement

Participants at all levels emphasised the importance of the involvement of parents in the process. According to them at the school level, parental participation and cooperation are essential in identifying students' learning needs and helping students achieve learning objectives. However, parental involvement is negligible in secondary schools.

SM1 *If the students are learning something it is only because of the school, there is no support from the home environment.*

As policy documents state, there are parent-teacher committees (PTCs) that will ensure the external check on the schools. The data, however, showed that these are not functional on the ground, as the parents are not concerned. Interestingly, the Performance Score Card access indicator 'PTC Meeting Conducted', is concerned with parental involvement. Similarly, in their monthly visit, the EMA collects data on this indicator, while the education officers must ensure that these meetings are held. However, the data collection does not reflect the actual status, as it is limited to marking yes or no in the app and have no focus on details qualitative aspects.

Moreover, according to participants, if these PTC meetings occur however, their input is limited to approval of the spending of school maintenance funds; they have no role regarding teaching or learning in the schools. As a result, parental cooperation in school teaching and learning is negligible. In general, the parents do not take an interest in their children learning in school, even if they are individually called into school to meet with teachers about their children.

T10 *These issues can be solved only if parents are in regular contact with [the] school.*

T11 *[Improvement in learning/quality occurs], when parents enquire about all aspects, about their kid's performance and results, and discuss with teachers about solving the issues if there are any.*

It is unfortunate these things do not matter to them; in this case, if a teacher gives his hundred percent, still they cannot get the required output for such students.

In addition, students in public schools have unique issues that influence their learning experience in school. This is because they are primarily from lower social backgrounds, where a "*substantial number of these students are working in rich people's houses*" (SM2) and "*are often late for school in the morning, due to their work*" (T4), thereby missing essential lessons.

In this situation, "*In these specific problems of these students, [the] teachers nor the students can do anything*" (T11). From the school-level participants' view, making teachers and principals accountable for the performance of such students in examinations is inappropriate as this is due to issues in students' personal lives. However, the influence of these issues can be minimised when parents cooperate with the school. The following extracts from interviews with teachers elaborate on this point.

- | | |
|------------|---|
| T4 | <i>Such students are so weak in their studies that teaching them becomes a tough job, really difficult.</i> |
| T5 | <i>You cannot blame teachers for it, as, no matter how hard the teacher tries, the minds of such students cannot pick up the lessons.</i> |
| T11 | <i>We cannot make any more effort with such students then, as these [issues] are more related to their personal lives.</i> |
| T9 | <i>it is not something teachers alone can do, nor the government. Here, the parents' cooperation is needed.</i> |
| T10 | <i>It cannot be improved until the parents start regular contact with the teachers and start the routine check/supervision on their kids.</i> |

- T13** *Only the teachers are asked about the students' results; they must involve the parents too in the process [PM]; there must be an answerability from parents about their children's performance.*

In above the statements, the participants highlighted the influence of students' socio-economic background on their learning experience in the schools. They stressed the importance of the involvement of parents in solving these issues. Performance Management, while making teachers accountable for the learning of such marginalised students, is not justifiable as there are factors out of teachers' control that negatively influence students' learning.

4.5.2 The Need for Management Commitment

The participants from the schools expressed that, for the effective implementation of PM, the interest and commitment of the management and leadership are crucial. However, one of the issues within the existing system is the lack of commitment from the district-level education officers, as stated by T17: *"I must say, it needs attention from the administrators' [district authority] side, from the government side"*. According to EMA members, *"The official interest is limited only to a certificate of recognition for achieving quantifiable targets"* (EMA 1); they do not give detailed attention to other issues in the schools that influence performance:

- T3** *Since I have started my service in education, I have never seen officers evaluating the teachers' performance, visiting the class, or asking questions of students.*
- T1** *These measures are from the education department, but they have been implemented only on us. This [process] should not be stopped here; the officers need to come, check and move it forward... they are required to personally visit and observe whether things are happening in reality or not.*

Participants also highlighted the issue of favouritism by officials in the process, which inhibits improvement. The education officers do acknowledge the importance of

their commitment. One of the officials stressed the importance of the active involvement of education officers in achieving the required outcomes from the process.

DO2 *If the DEO takes an interest in itself, then we will get the improvement. Like, if a monitor visits the school and reports the absentees but, since they do not have any authority, the action has to be taken by the DEO and his/her team. So, if the district level, if our management is not interested in it, then there is no benefit of the monitoring...*

Since the authority to take action in the case of poor performance reporting on PSC indicators lies with district education officers, regular monthly monitoring of schools by EMA members is useless if officers are not interested in follow-up actions.

4.5.3 The Issues of Power and Authority

Even though the policy document states that school leaders would be given authority in school management and other related matters, in this research, the school principals and management raised the lack of authority that prevented them from making decisions in their schools' best interests. According to school principals, they should be left free to make decisions about their schools and, after that, be held accountable for performance:

SM2 *My current staff is enough, nor [do] I want an increase in salaries; the salaries are enough. I will give them a model school in that allocated budget, but the condition is I should be left free to manage it myself at my level, in my own ways. I will give you a model school in sha 'Allah in two years when I am free in my decisions.*

SM2 further explained about authority:

So, if I tell you, the restriction is that the higher-level authority provides us [with a sheet] that you do this and that. We receive a timetable from them stating this period is for that subject

from this time to that time. Then, this period is for that subject and so on.

The findings of this study show that the policy grants substantial power to education officers in decisions about school staffing, financial and physical resources, and other relevant matters. Similarly, the responses of school-level actors suggest that almost all the decisions about the school-level matters are made by regional (district)-level education officers, leaving no room for school heads in school matters. Surprisingly, the education officers assert that they do not have enough autonomy in their decisions about school matters. The actual power over the school-level decisions rests with politicians in reality, as they intervene in all the education officers' decisions. The political influence is visible in all the school-related matters, from sanctioning the schools and deciding the site for the school building to resource allocation, examinations and HR matters in the schools. The political influence was highlighted as the main obstacle to achieving the education department's goals:

DO2 *If a DEO, ASDEO, takes any action, different people get involved, I mean the political persons. So, the efforts are left in the middle. And actions are not taken.*

SO2 *...Political interference is everywhere in [the] education department; they have the power to the extent that they decide the allocation of the conditional grants for a specific area/school; it does not matter if the other schools are suffering.*

While one of the five district-level officers asserted that, with the efforts of the EMA, the political influence is reduced to some extent, the official at the central level, by narrating personal experience, denied the claim, stating that it was only the case in the initial days of the new reforms. However, the political influence is still there and has started influencing the EMA. The officer shared her experience of how the “DMO [District Monitoring Officer] was convincing her, being DEO [District Education Officer] not to initiate an action on the teacher [who had] been reported absent by

*[the] EMA because of the involvement of the local MPA (Member Provincial Assembly) in the case"*SO2. Other participants' responses reflect that political pressure is still there in several areas, affecting overall performance achievement in education.

4.5.4 The Need for Fair Rewards and Punishments

The issue of rewards and punishment was central to interviewees at the school level, particularly for the newly appointed teachers with little experience. The argument is that *"there is no proper system of rewards and punishment for performance"* (T5). For example, there was a cash prize award for the best-performing teachers based on the students' results in the board exam, 'but the prize had not been awarded for the last two years.

T1 *Like, if there is no such system of reward and punishment, the punishment here does not mean a stick, but at least for those who perform well, it is the responsibility of the education department and officers to recognise them.*

Similarly, there are references to a salary reduction for deficient performance, but the respondents stated that it too is barely implemented, leaving deficient performance unaddressed. The only system functioning is to call for an explanation from the heads regarding unsatisfactory performance on indicators, as according to DO5, *"We issue show cause notice to heads of the schools"* (DO2). However, participants also believed that *"It is not the solution to call for an explanation from the school principal"* (SO2). In addition, performance has no role in promotion; all the teachers are promoted easily on a seniority basis, as discussed in 4.3.4. Consequently, in the existing system, there is no direct responsibility on teachers regarding performance:

T14 *....But, till now, we have not heard that someone's increment has stopped for deficient performance. Like, the results are often low, but we have not seen that increments are stopped for this.*

The lapses in the rewards and punishment system directly affect performance. This demotivates the hardworking teachers and strengthens the behaviour of poorly performing ones. The issue adversely affects the newly appointed, highly qualified teachers, who are energetic and committed to improving education. However, since all the teachers are treated equally, irrespective of their performance, these new teachers lose hope. The following are the sentiments of the two of the new teachers:

T14 *If the results are not good, there must be a kind of answerability for that... So far, if the result is low, so it is low, there is nothing.*

T3 *There is no motivation for well-performing teachers. They are not even encouraged. I myself and so many other teachers have this grievance, like, they are not motivated... regular and devoted teachers are not appreciated here.*

The officials at all levels also confirm teachers' statements about the absence of a proper reward system. Officials in the existing system, they do not have any authority to act based on the performance of individual teachers. The current rules that officials are obliged to follow are “discipline-oriented” (SO1), rather than performance-oriented, influencing teachers' motivation. The officials elaborated on the issue as follows:

DO2 *We cannot act based on performance. We can take action for absenteeism, for irregularities or for misconduct. We don't have any such parameter that, if someone's performance is not good, or if someone is not working satisfactory, we act against them.*

SO1 *The rules that we have are discipline-based; we punish for the discipline (for irregularities). But, for efficiency, we haven't done anything till now... like the inefficient person, although according to END rules, the ineffective person is also guilty, this should be initiated.*

DO2 *So, a kind of mechanism is needed that we can act against them and take action against those whose performance is not good.*

EMA1 *We know about the lapses in performance but, since we don't have any authority, we cannot take action to eliminate it. We will ensure performance if we are allowed to act.*

These statements suggest that presently there is no mechanism for taking action based on the individual performance of the teachers in the schools.

4.5.5 Support System for Teachers

Throughout the data, it was evident from the participants' expectations that the evaluative mechanism must not just be limited to the accountability of teachers for presence in the schools. Instead, there was a general expectation from PM to include an element of "*facilitation of the teachers*" (T2) and then accountability for performance. There is no consideration towards identifying the issues that teachers face on a daily basis and that affect their performance. For example, according to:

T4 *Teachers can also have issues and problems, as one of the elements in Performance Management is facilitating employees. However, we can only facilitate a person if we first know their concerns and needs. After we identify and solve their problems and understand their needs, we should expect performance.*

SO2 *...with that, you have to facilitate the teachers; like, this cannot work that you transfer an excellent teacher who now is to change three buses to reach the school and then there are no teaching facilities. So how can such a teacher work???*

Reaching all the students in overcrowded classes in a limited class time is a prime issue for teachers. In order to achieve the learning goals, it is essential that teachers give all the students adequate attention. However, due to the high number of students in classes, reaching them all and ensuring their progress in every aspect becomes impossible for teachers. They often have to “*involve hardworking students in their routine work to achieve their weekly teaching targets in time*” (T2).

T4 *We are not facilitated, as I explained. The huge issue we are facing is a large number of students in classes. We cannot reach every student, no matter how hard we try. Like, in a forty-minute class, I have to get to one hundred students...How is it possible?*

T9 *The strength of the students in a class must not be above thirty. If it is, then at least two teachers are needed for it to be handled adequately, like homework checking, classwork checking; so, one teacher cannot manage these at a time.*

SM2 *...reaching all the students in an overcrowded class is really an arduous task for us.*

In addition, the participants highlighted the need for “*teachers' support*” (EMA2), in providing teaching resources and materials and keeping them in their professional development. PM needs to include a support system for teachers, which regularly assesses each teacher's performance and provides performance feedback, followed by having a proper mechanism for bringing about the needed improvement:

T17 *The only guidebook for subjects that we get from a nearby bookstore in courtesy is basically designed for students, containing exam questions and answers. Any such supporting guidebooks for subject teachers from the department side would be of excellent quality, having teaching-related inputs... that would be extremely helpful. But unfortunately, there is no such support for us from the government [Education department] side...*

T1 *Yes, the officials require us to do things, and we*

do it the way they demand from us. But we are saying, like, as we are getting feedback from our head, there should also be a feedback system from the education department in the official PSC.

4.5.6 Continuous Professional Development (CPD)

From across the data, there was an emphasis on the need for professional development opportunities for teachers and officials. The Performance Score Card recognised CPD as a sub-indicator for achieving quality education, as shown in Figure 4.2. However, there was a consensus that there are no such training and development opportunities for teachers in secondary education. The participants stressed that adequate training is pivotal for the teachers to upgrade their skills accordingly and improve their performance with the changing courses and learning methodologies. Though the school-level internal performance evaluation practices as adopted by school heads helped teachers identify their weakness, there is no formal support system available from the education department to assist them in identifying and overcoming their weaknesses. The following extracts echo these sentiments:

T11 *A profession is blotted out when there is no training, skills renewal, or developmental opportunities.... For example, with recent technological advancements, those hired ten years ago cannot use technology, send documents online or conduct exams properly... With such changes, training is essential...*

T17 *I would emphasise that trainings must be started from the department side for every subject... As the books are changed, then topics within the books are changed, there is quite enough change, the teachers then do it [upgrade their knowledge] themselves by asking other teachers or surfing the internet, but from [the] department side there is no training.*

The issue of training is not just limited to teachers but extends to the school head and education officers. The school head positions are filled from the teaching cadre on a seniority basis without training to upgrade their leadership and management skills. The senior management team elaborated on how they were not given any particular kind of training about school management or leadership:

SM2 *About the management of the schools, we are not given as such training.*

Similarly, the district level officers' positions are, in most cases, filled from the teaching cadre, as the profile of these officers also reflects. Three out of five educational officers have come to posts from the teaching cadre having no management experience. Interestingly, although it has been stressed in the national policy document in 2009 and later on in the provincial action plan, the officials suggested that the training provided to them is inadequate.

DO4 *'...There is a much need of the training for us but are not being given such regular training. The last training, we were given was in 2016; after that, there is nothing. The government needs to arrange proper training for us, as a person managing the whole district need to be trained in all the skills required for that job.*

In their comments about training, these participants only mentioned disaster management-related training. For instance, they were only trained when there were some unforeseen situations: *"We were trained during flood time and, most recently, to ensure safety in schools during Covid"* (SM1). They highlighted the need for training to enhance their skills in managing district and school performance.

4.5.7 The Problem of Resources

The problem of resources was one of the recurrent issues echoed by participants at all levels. Firstly, this relates to the “*availability of skilled teachers*” (T4); the schools often have limited subject-specialist teachers, and the leaders often have to adjust to the limited resources. The teachers in schools are recruited and appointed by the education office, with the school leaders having no role. The schools often have a shortage of teachers due to vacant posts, or often they have the required numbers of teachers, but they cannot satisfy the needs of the schools as their qualifications do not match the requirements for teaching the specific subjects. For instance, school A has the required number of teachers. School B deals with a shortage of teachers that meet their needs. School B’s head has to adjust the teachers even though they do not have the command to teach the subject.

SM2 *Now, what should I tell you? That I even have staff who are formally educated only until middle level [class/grade 8th].*

The second issue that has been identified is related to the problem of overcrowded classes. Class numbers are, in general, very high; often, a single teacher has to teach a class with more than 100 students. In this case, school B, being in a rural area, does not experience this issue, whilst school A teachers do have to teach overcrowded classes. Finally, both schools highlighted the issue of the limited availability of the learning resources directly affecting the learning activities in the schools. Making schools accountable for performance without providing them with the required resources is unfair:

T3 *If we are teaching biology or chemistry, a student cannot learn just from reading but will understand it better only if we show them that practice. So, the problem here is we have one [piece of] apparatus available, but the other is missing; one chemical for the experiment is present but [we] lack the other to continue the experiment.*

T14 *If we want to do a practical science [experiment], here one instrument is present in an experiment, but the other they have not provided...Our school is poor... How can we ensure their learning...?*

SO2 *You cannot just simply call [officially seeking the clarification from school head by issuing them a show cause notice] a principal for results since you have not provided them with all the staff and the required resources.*

From the official's viewpoint, the lack of time, and human and financial resources directly impacts the implementation of PM as it limits their monthly visits and annual school inspections. For example, the district officers oversee all the education matters in the district, from HR-related issues to finance dealing with the community and politicians. With this workload, there is little time for them to visit all the schools and observe the individual classes or teachers. Consequently, the officials limit their focus to visible quantitative indicators only, rather than conducting detailed performance inspections during their visits:

DO2 *In thirty minutes, a DEO can either see the overall school condition or staff. The school cannot be academically assessed. Therefore, we do not have much time to academically assess the individual classes.*

DO4 *In the field for six circles in my district, I need six SDEOs; all of these posts are currently vacant. Then, I need eight ASDEOs, of which only four posts are currently filled; however, in that four, in one post, I have given additional [ASDEO responsibilities] to the computer operator. This is the situation; with this limited staff, monitoring and inspections cannot be completed.*

DO3 *There is no release of the funds, so I am saying that, if you are taking work from us, then at least give a little attention to our compulsions, too, and release the funds on time. It has been*

almost seven months since I have received the travelling allowance.

These officials' statements elaborate that, with the limited financial and human resources, *"the hundred percent coverage of schools" (DO2), as per the PSC requirement, is not possible as the schools are scattered in "far-flung areas" (DO5).* They, therefore, only randomly visit the schools and observe the schools' conditions superficially.

4.5.8 Personnel/People Mismanagement

From across the data, it was evident that the shortage of competent teachers in schools constrains schools' performance in achieving quality objectives. However, in a deeper analysis, it was found that the lack of teachers in schools is primarily due to mismanagement of the existing workforce. In this regard, various issues relating to people mismanagement in the secondary education department were highlighted, which are discussed in the following themes.

4.5.9 Teacher's Qualifications

Teachers are often recruited to a post not related to their qualifications and being appointed to that post means they have to teach subjects they are not qualified to teach. Consequently, despite there being qualified teachers in the school, often a teacher with no specific subject knowledge has to teach the specialised subject as required by their post.

Teachers' grades also create this situation as the teachers are promoted to higher grades based on seniority. As a result, they teach higher-level classes despite not having the right qualifications to teach at that level. The data suggests that this mismatch of teachers' qualifications with the subjects they teach influences the achievement of learning objectives in the schools:

- T5** *We have intelligent, highly qualified teachers, even the gold medallist and toppers, who are recruited on merit, but they are not adequately utilised.*
- T3** *... a teacher in a DM [Drawing Master] post having a master's in English will take that drawing class only, and another teacher in an English post having little command of the English subject will still teach English, only because of her appointment. So, this grading and posting should be removed.*
- EMA2** *If the teacher does not have command of a subject, she will strive and work hard but, still, how and what can she teach in that subject? So, in that place, I will say the objectives are not being achieved.*

A detailed analysis of teachers' academic qualifications and subject areas confirmed this. Several teachers were assigned to subjects for which they lacked the essential qualification. According to SM2, *"We have a number of such teachers [who lack the minimal qualification], like in my school three/four of them..."*. For instance, a teacher in school B promoted on a seniority basis from primary level had acquired education only till class 8th but had to teach to class 9th and 10th. This was even though the school leader perceived the teacher as being incapable of teaching the new syllabus at secondary school level.

In the second case, a teacher qualified in Islamic study subjects was teaching three subjects, including English, to class 9th and 10th. Interestingly, the said teacher had personally failed English in her matriculation exam.

4.5.10. Teachers' Appointments and Frequent Transfers

Another issue that officials highlighted was teachers' frequent transfers, which creates a shortage of teachers in schools, particularly in remote areas. The teachers are appointed to schools in rural areas following a lengthy recruitment process; however, right after the appointment, the officers have to deal with intense pressure

to transfer these newly appointed teachers to urban schools near their homes. This pressure on officials is primarily political as the teachers influence officials' decisions about their transfer using their links with influential politicians. Consequently, the rural areas' schools have a continued shortage of teachers:

SO2 *Recently, we got the directions that [the] minister has banned transfers, but what is their ban? They have their own will; they do it when they want to transfer someone. So, they banned it, and, after some time, the transfers started again... there must be a policy for transferring and posting.*

DO4 *Then, due to the intense political pressure on us to transfer the teachers from remote areas, those schools are then left without teachers.*

DO2 *If a teacher is appointed to a school, I am saying that there must not be any policy to transfer them before completing the five years. They are appointed there of their own will, and, before the completion of even one year, we face intense pressure to transfer them... that long recruitment process becomes useless... the remote areas' schools are suffering.*

From the officials' perspective, the appointment of teachers to schools in remote areas creates problems in achieving the desired targets on access indicators.

DO2 *...The main issue that we currently have is about the posting of the teachers to remote areas. For us, as a DEO, making them punctual and regular is exceedingly difficult for us.*

4.5.11 The Issue of Senior Teachers

A further issue as highlighted by respondents relates to ‘senior teachers’, often referred to as “*the 80s teachers*” (T13). These teachers lack the core subject knowledge, have little or no formal education, and are promoted due to their seniority with increased salaries to teach at secondary schools. However, these teachers have not studied the subjects they are teaching now; they lack the core subject knowledge and are unable to effectively deliver the lessons:

- SM2** *Now, what should I tell you? That I even have staff that are formally educated only till middle level [class 8th]. Onwards they have attained the education privately...We have all sorts of problems.*
- DO3** *The teachers we have from the beginning are unable to teach the course and syllabus that we have recently received; they cannot teach.... From my experience, if such teachers are made redundant, things will improve.*
- T5** *These senior teachers have not been associated with such innovative ideas and new ways of education.*
- SO1** *Even if they only understand the content-based knowledge, our children will succeed. But unfortunately, they don't have the subject knowledge.*

The issue of senior teachers was also highlighted by participants at the department level, even by the senior provincial officers. Most of these 80s teachers are inflexible in accommodating the changing learning needs. Consequently, “*students are unable to get [understand] their old methodologies, nor do these teachers understand the new ways of teaching them*” (T3). In addition, being senior in the schools, they often create resistance for newly appointed junior teachers in adopting new methodologies:

- T5** *There is a massive difference between the education and teaching methods of newly appointed teachers and those already existing ones... Sometimes, they show resistance, as I have personally experienced such incidents... It is the time of multimedia; it seems strange to them when we follow such methods, though the students understand these new methods more easily...*
- EMA 2** *The actual situation is this these senior teachers have not accepted the newly appointed teachers; they do not teach themselves and create a burden on junior teachers by giving them extra classes to teach. [Being junior means, they have to respect senior teachers and do extra duties].*

4.5.12 Summary of the Theme

This theme discussed the various contextual issues that influence PM in these schools. These contextual issues influence the individual schools and teachers' performance and compromise the overall effectiveness of PM in these schools. For instance, the existing performance practices neglect the key aspects of the involvement of parents in the process and a support mechanism for teachers. For instance, *"The teachers in schools are not facilitated; they are overburdened with teaching students from economically disadvantaged backgrounds in crowded classes, which is impossible"* (T5). There are no professional development opportunities for teachers, nor does the existing PM certify fair rewards and promotions based on teachers' performance. Consequently, there is no motivation, particularly for newly appointed teachers.

Similarly, the lack of agency among the school heads is a factor hindering PM in reaching its full potential. In addition, these schools lack the availability of learning resources, materials and facilities, and skilled teachers. However, within the existing system, the smooth availability of these essential elements is affected by political intervention that is visible in all areas of school management. Additionally, the mismanagement issues further escalate the problems of these schools. For example, teachers are recruited and appointed to teaching posts for which they lack the required qualification. Consequently, they are teaching subjects without having the requisite subject knowledge.

Furthermore, the district education officers lack the commitment to the process as they do not regularly visit the schools; if they do, the focus is only on quantitative indicators in the Performance Score Card. The officials, however, pointed to the lack of financial and human resources as the reasons behind their inability to assess schools thoroughly on indicators in the scorecard. What follows is the potential influence of leadership as a contextual factor on affecting performance in these schools.

4.6 The Influence of Leadership on Performance Management

While discussing PM, participants were continuously referring to the paramount role of school leadership. From their perspectives, PM in schools all depends on the school leadership as to whether they value and realise the process at the school level. The sub-themes developed within this theme are perceptions about the role of school leadership in PM and the role of leaders in managing teachers' performance. The section concludes with a summary of the theme.

4.6.1 Perception about the Role of Leadership

There was a consensus across the interviews that school leaders play a crucial role in PM at the school level. From the participants' viewpoint, PM at the school level is all about the school's leadership. Since there are no mandatory requirements for Pakistan's secondary schools to adopt PM or for internally managing school performance, throughout the data, reference was made to the requirement for the school leadership to have the responsibility for PM within the case units. It is entirely at the discretion of the school head whether to design and adopt a PM practice/model internally for managing school performance and achieving the performance goals. It exclusively depends on the commitment and willingness of the school leader. However, the data suggests that school leaders within both schools have naturally been engaged in following Performance Management-related practices for managing their school's performance. However, while the head of school A has developed a formal evaluation model for managing teachers' performance, school B follows more informal procedures. The following extracts from the interviews elaborate on the participants' thoughts about the vital role of leadership in Performance Management:

- SM1** *Performance Management, it depends on leadership.*
- T7** *Nevertheless, leadership has such a crucial role in it, that it sets the foundation. Leadership is essential: if the leader works, the followers automatically work.*
- T11** *...PM in our school formally is the duty of our head, and she is doing it.*

SO2 explained the absence of any formal PM model in schools and the role of the school principal:

- SO2** *...No, we do not have, we do not have... It depends, as it varies from person to person. Some principals give this thing [performance system] high importance, so they do such activities in their schools.*
- T8** *Its implementation depends upon the school principal or management I. And, again, it still does not even exist in some schools.*

The central school senior manager confirmed the above statements as she shifted from following informal performance procedures to a formal performance evaluation system in her school by involving senior teachers in it.

- SM1** *I have personally taken this initiative. I used to observe every class personally. But, since I have a lot of office work, the observations would take much of my time. I was sitting thinking about this, and an idea sparked to my mind to develop a system and involve the senior teachers in the process.*

A recurring theme within the data was the centrality of the school principal in that it is the value the school head gives to PM that determines the usefulness of PM:

- T2** *...If the school leader is not interested, the followers will also not care about it. When the leader is interested, he thinks about the potential benefits of this for the school, teachers*

and students; it is all about these things that this process succeeds.

T9, a senior teacher who served as an evaluator in the school's internal evaluation, shared their views about the school principal's role in achieving PM's purpose.

...The achievement of PM's purpose, first of all, it involves how hard the head works for it: how does the principal guide the teachers, how do they evaluate the teachers, through which procedure?

The participant further extended the conversation:

Our school principal emphasises this very much here in this school, and if someone [Evaluator] delays, then the principal enquires, "Why have you not yet done the evaluation?" She continuously asks, "If you are free, please do observe these classes and students".

4.6.2 Headteacher's Role in Managing Teachers' Performance

While there are no formal guidelines for adopting a specific PM procedure in secondary schools, the respondents referred to certain naturally occurring practices that senior managers in these schools follow for managing performance. These activities involve communicating the expectations to teachers, preparing the teachers for cooperation in achieving the expected performance level, engaging with stakeholders about the school performance, monitoring the individual teachers' performance, making teachers responsible for the performance, and providing teachers with regular feedback for improving their performance. These are discussed below.

4.6.2.1 Communicating the expectations to teachers

The data indicates that the senior management regularly communicates in formal and informal ways with the schoolteachers, students and other staff to convey the message regarding the performance expected from them. For instance, at the start of the academic year meeting, the school head discusses the annual objectives with teachers and reinforces their expectations in achieving those objectives. Similarly, in the day-to-day interaction with the teachers, the senior management informally enquires about their progress towards achieving the annual objectives and naturally guides them in achieving the expected performance. The following excerpts from the interviews with school-level participants demonstrate these ideas:

- T1** *...At the start of each academic year, we meet with the headteacher to discuss the objectives for the coming academic year.*
- T5** *The head shares the goals with us and desires us to achieve them.*
- T6** *Our school head or senior teachers assign us tasks for achieving learning objectives, and we try to achieve that as the head or senior teachers observe our progress on it.*
- SM2** *To make them reach their goals and obtain the desired outputs, I discuss with teachers and arrange meetings with them, if needed, either with a single teacher or group of teachers.*
- T1** *...In our monthly meeting, the principal asks where the teachers are up to in their courses. Is there any difficulty for the teachers in achieving the course contents? Is there anyone who is behind the monthly settled targets in the syllabus?*

4.6.2.2 Engagement with the stakeholders

There was also an indication that the senior management informs and engages with the stakeholders about the school's performance. For instance, in interactions with students, the school head naturally probes the students' concerns regarding school performance and enquires about their needs and satisfaction with the individual teachers' performance. Similarly, although not formally required, the head updates the higher authority about the internal school performance and shares her thoughts about individual teacher performance:

- SM2** *...I also enquire from the students without the teachers' knowledge; through my stratagem, I ask the students how much they are satisfied with a teacher.*
- and
- T3** *She even articulates her happiness or dissatisfaction with teachers to education officers as they visit our school. For instance, that "XYZ teacher is not capable of being in my school". Similarly, about good performing teachers, that "ABC is my good teacher".*

T16 stated about the engagement of the head with the community and parents:

...She even made the announcement in the Masjid [mosque], "Send the class-four employees to the students' homes to convince their parents to send their kids to school".

4.6.2.3 The Formal and informal Performance Management procedures

The data indicates that senior management adopts various formal and informal procedures internally at the school level to analyse and manage the performance of individual teachers. The principal also regularly gives feedback to the teachers about their performance and devises ways for further improvement:

SM 2 *I strive personally to judge the performance of my teachers. I visit the class and observe the teaching methods, the students' participation, and, personally, through my means, ask the students.*

T17 *The head pops around a class once a week or a month, observes the class and teacher, and then leaves.*

T7 added a comment:

...She stands outside the class, listens to the teachers' lectures. She looks into how a teacher is teaching, what activities the teacher is following, and the students' responses.

Based on performance assessment, the head holds the schoolteachers answerable, appreciates a good performer, reminds poorly performing teachers of the expectations, and provides feedback for improvement:

SM 2 *...We then deal with the staff who are not taking an interest.*

SM 1 *When I realise that a teacher is not performing accordingly, I call her and explain to her that, "You should work in this way...for example, that you need to prepare the lecture in advance".*

T10 *...the head shares in the meeting that you [teachers] have done this thing but take care not to repeat that in future.*

T9 *She guides us in time if we face any problems in teaching or anything else relating to the school. If there are some flaws or weaknesses reported in the evaluation, then she calls the teacher and guides them further with a friendly attitude.*

SM 2 *I share my strategies with them, show them the procedures, guide them.*

- T17** *...The principal even identifies these things like, "Your voice pitch is lower and could not reach all the students". She highlights all such weaknesses and guides us to avoid [them] in future.*
- T10** *Sometimes, if the head enters the class and observes something that she does not like, she tells the teachers on the spot to avoid that. The teachers then try not to repeat that.*

The data indicates that the heads in both schools believe in 'teamwork' and have thus created teams of competent teachers and have delegated responsibilities for various tasks to them. In this regard, senior teachers have the responsibilities to carry out teacher evaluations and classroom observations to manage school performance effectively. While this was perceived as working efficiently for the schools, it also provides a learning experience for senior teachers as it develops leadership competencies and prepares them for future roles:

- T2** *...the staff are divided into diverse groups, and each group has specific duties assigned; each committee knows their work and tries to work accordingly on time.*
- T15** *...Distributing tasks this way helps us reach our goals easily according to our planning and time.*
- SM1** *I designed this system, developed evaluation registers, and delegated responsibilities to SS [Subject Specialist] teachers.*
- T6** *.... Senior SS [Subject-Specialists] teachers evaluate us based on students' performance in the evaluation. They ask students questions to assess whether teachers have worked by the target syllabus and whether students have learned accordingly.*
- T8** *The head has never confined us. She has given us a free hand in conducting teachers'*

evaluations. But the goal is to improve, not to criticise.

- T13** *The head told us, “The weekly duties for observing the classes will develop individual teachers; it will assist you when you are promoted; you will not face any difficulty in these things”.*

There was a general agreement that the leadership style is fundamental in how effective PM is at school level. In this regard, the respondents articulated the importance of a flexible, people-oriented and moderate style of leadership for PM in schools:

- T17** *...Our head is very good. She is cooperative and flexible in her approach; there is not much restraint, nor ... like she is friendly with us. Meaning that management is all about this flexibility.*
- T7** *Our head does not accept even a tiny mistake from teachers. She says that we are taking the salaries due to these children. However, she does cooperate with teachers once she knows there is a genuine problem, sickness, etc.; she is then very caring and fully supports the teacher.*
- T19** *Creating pressure for performance is not good; things should be normal; first, the relationship between the head and the teacher should be a friendly one; so that everyone does work happily.*

A leadership style that is considerate towards teachers, which needs and seeks their suggestions in school-related matters, inspires teachers to achieve what their leader wants. The involvement of teachers in school-related decisions enhances their performance. Such a style enables the relationship of trust between the principal and their teachers to flourish, creates an environment of cooperation, and serves as a source of motivation for teachers as it enhances their interest and commitment to improving further:

- T17** *She says that “I like to do everything in consultation with you”. She gives much importance to our opinions in school-related decisions.*
- T14** *The head does involve us in decisions.*
- T2** *Everything here is done by mutual consultation. The head values our opinions in school-related matters, and, if we take any step to improve the school, it is appreciated.*
- T1** *...By involving the teachers in the process, the head creates their interest; the teaching-learning experience improves as the teacher knows that she has been assigned to and trusted for the duties she liked the most. Teachers have, therefore, started working cooperatively and enthusiastically for all these reasons.*
- T3** *Teachers must be asked about the subject choices as to which subject is feasible for them to teach. Then, the objectives will be achieved definitely.*

4.6.2.4 Preparing the teachers for cooperation

The principal adopts various strategies for convening teachers to cooperate in the formal and informal evaluations and improve performance. In her interaction with the teachers, the head tries to create an environment of trust so that teachers can freely share their problems and issues are solved.

- SM2** *...I work psychologically; as the teacher enters the school, I look into her face; if her expressions are not good, I first ask what the problem is. Then comfort them and try to sort out the problem, if we can do that.*
- The teachers are then satisfied that the principal is interested in our issues. With this, the teachers gain confidence and start taking an interest in their duties.*

- T14** *...if the staff are not cooperating with the head, then the institution cannot operate. Thankfully, our school environment is built on cooperation.*
- T8** *The principal has told us that, "I am available anytime, and you can come and talk to me about anything".*
- T9** *If we have any kind of issues, she understands them.*
- T17** *We can confidently tell her if there is some issue relating to the students or something within the school; we tell her, "Madam, this thing needs to be done".*
- T1** *Then, when the head demands something, how can we refuse then? As the head gives us that much value, we do accordingly to her directions.*

The participants favour the leadership that involves all the employees, gives credit to all, and recognises everyone's contribution. By recognising the individual teachers' contributions, the head brings forward their hidden skills and the objectives are achieved:

- T5** *The leader will not say that these two or three people are good performers but will acknowledge each individual in the organisation.*
- T1** *She highlights at least one good thing about each teacher in the meeting. So, the goodness of the teacher becomes dominant than her deficiency being outlined. The teacher gets motivated and enthusiastic about the cause.*

4.6.3 Summary of the Theme

What is evident from the corpus is the ubiquitous role of leadership in PM practices in the two schools. In the absence of any formal model and guidelines, the school principals have been naturally engaged in certain practices for managing performance in the two schools. They seek teachers' opinions on school-related matters and adopt strategies to observe and improve teachers' performance to achieve annual objectives. Leadership that appreciates the contributions of all the teachers and believes in teamwork is viewed as favourable by teachers in this regard.

What follows is the potential influence of individual religiosity and morality on performance improvement in the two units of analysis.

4.7 Self-Responsibility, Morality and Religiosity

The phrases "You know this is Pakistan", "Here in Pakistan", "Here in this society" and "We the people here" were evident across the interviews, demonstrating the peculiarity of the Pakistani context and its implication for PM. Such phrases from participants at all levels were frequently followed by statements relating to the general lack of commitment and motivation for teachers' performance in government schools. Consequently, manipulating performance reports and facilitating the students in exams have thus become a common trend. The respondents highlighted the nature of job security in the government sector as the significant contributing factor in developing such habits:

- S02** *...like, as a nation, we are morally very behind; if you ask someone, "How is the job?" The response will be, "It is perfect, we only work for three hours, then there is all 'rest'".*
- D02** *The same teachers when doing the job in the private schools, give their best performance, but, when they are transferred to the government sector, their level of interest and commitment goes down.... This is due to job security: they feel secure in their jobs that no one can remove them now.... Quiet, well-educated, qualified people get this habit as they join government jobs.*
- SM2** *...Like, I would like to add, if a boss is standing over the employee's head in our Pakistani society, only then [do] they work properly....'*
- T18** *Then those working in the education department visit the schools for performance and go [fulfil the formality; do not give attention to detail]. But what do they actually do? They take care of each other, are involved in nepotism, "This is my relative, that one is my friend". All these things have caused our kids to suffer badly. Our children are destroyed.*

The emerging theme indicates that the purpose of PM in such a context should be the creation of an inner sense of responsibility for performance among teachers in the schools. Therefore, in PM, the overarching theme was that there should be a focus on creating a work environment that internally motivates the teachers to improve their performance, which develops the thinking in teachers that their job is not just limited to being present in schools but to fulfil their responsibilities of *“building the foundation of the society”* (SM1) and *“to prepare them [our students] to be the good citizens”* (T2).

SO2 *If we do our work just because of fear, it is impossible. But if we start thinking about the benefit of this for a child and ourselves too. Like each individual has the satisfaction level, like the inner satisfaction of the individual’,*

If you do not feel your responsibility as a teacher, it will not work. Like when the teacher believes that “This is my responsibility: I do not have just to finish the course; I have to ensure their learning and bring inner change in them”. Till that time improvement cannot occur.

DO2 elaborated further in the same vein:

An improvement will occur only when we enhance our level of commitment. When we heighten our interest, enhance our level of interest in this thing. One thing is “Passing the time”, so if we are passing the time only in our job, improvement will never occur.

Others had the following to say about the sense of responsibility:

T3 *And this will be improved and achieved only If individually each teacher accepts it as personal responsibility.... If it happens, then there is even no need for the role of the education department and school principal in Performance Management.*

T1 *...that the teacher realises his responsibilities. He knows that “I am an architect and that I am building a nation”.*

T9 *...You know, if one person is, like, individually, individually, if one person starts thinking that this thing is not good, what we are doing. So, we need a personal sense of responsibility in teachers.*

In the specific context of Pakistan, two respondents suggested the linking of 'Islamic value training' to the existing mechanism to create a sense of inner responsibility for the performance:

SO2 *...we may emphasise a bit about Islamic values... move towards religion a bit... like, this is my thinking... like, how our prophet's life was... like, all these things, when we feel it inside... then I think the change may occur.*

T9 *It could also be developed in them by the external arrangement of training like the religious training, so religiously, if Islamic lectures are arranged, these teachers get that sense of responsibility.*

In addition to these suggestions, the data also evidenced how religion practically influences some teachers' individual perceptions and attitudes towards honest work. These teachers, therefore, approach their duties with honesty and avoid any wrongdoing. For instance, helping students in exams is perceived as a 'great sin', as elaborated by T9 below. Similarly, others are evading exam duties as they cannot be carried out honestly.

T9 *Like, this [helping students in exams] is a kind of cheating; like, this way we cheat ourselves as well; like, as a Muslim, if we see in our religion, this is a great sin. And, for this cheating, we will receive the punishment, if not here, for sure in the hereafter.*

SO2 *Personally, I am telling you I do not take over the exam duties; I do not do the inspection duties in exams. They assign them to me, but I refuse.*

What is the reason? As I cannot do it honestly. It cannot be done with honesty... Are you getting my point?

Similarly, the fact that teaching was the Prophet's profession has made the purpose and importance of the profession clear to a teacher. This teacher shows dedication to a teaching job in order to receive the rewards of following the prophet's sunnah. Similarly, the head used it for motivating teachers.

T2 *Personally, I feel I am blessed to be a teacher; If we look into teaching, it is the profession of our prophets; it is a sacred profession for which we will get double rewards if we do it honestly.*

SM1 *By motivating them [teachers] that teaching is a sacred profession that has been followed by prophets.*

Furthermore, the head teacher of school B also highlighted how they had utilised the religious factors to enhance the attendance of teachers/students in her challenging school. In addition, respondents also indicated that, while conducting leadership practices in the schools, both school leaders engage in creating the narrative for performance around a religious plot. These stories are often based on the concepts of halal/harams, right and wrong, accountability and honesty, to create an inner feeling in teachers and enhance their performance.

SM2 *I have told my teachers, "Do not consider me your boss; our boss is Allah. We all are responsible to Allah. Please try yourself, if I am around or not. Do work honestly to the best of your ability". I told them, "You are not accountable to me; you are responsible to Allah". So, if this passion is created in an individual, the performance improves.*

The participant also recalled how, using the religious aspect, they enhanced the performance on the access indicator.

- SM2** *As I entered the very first day of this school, I noticed a minimal number of students in the morning assembly; there were no teachers, no students. The first thing I did was to regulate the teachers. How? Through which procedure? We started Quran translation.*
- T7** *The head always tells us, we are getting all these privileges due to these kids; we, therefore, must work honestly and make our salary halal.*
- SM1** *I remind them, "You are blessed that you are chosen for this profession; this is a sacred profession".*
- SM2** *As the students cannot afford to buy notebooks or uniforms for themselves, I have also set up a process. We collect cash charity [Zakat] like from a friend [who is abroad, and her husband is a doctor there], and some other friends, so we use that money to buy uniforms for those students.*

In addition to headteachers' ability to utilise 'religiosity factors' in motivating teachers towards a better performance, there were references to the personal characteristics and moral values that participants believe are crucial for enhancing school performance.

The leadership that is considerate towards the teachers, that cares for the teachers' dignity and self-respect, seems to be pivotal in carrying out PM practices at the school level. This helps the individual teachers not to feel bad about the negative performance feedback and restores their confidence:

- SM2** *They also have self-respect.... in case of dissatisfaction, I call them individually; I do not tell them off in front of others.*
- T3** *The principal often calls the concerned teacher individually for a meeting to say that your students are not satisfied, you must bring improvement...*

T13 *In the meeting, the madam never named anyone for lousy performance; however, she does highlight it in general. For example, she will say a teacher went to class late by ten minutes.*

T4 recalled her positive experience:

...She called me individually and started praising me. She always does like that... so that the teacher does not feel bad. She said, "I know you don't normally do like this [referring to the teacher negligence about marking a student homework] you always do your best. Then why has this happened now?" This way, she developed my confidence, and I explained myself and the problem.

In their conversation about the role of leadership, the interviewees also continuously referred to personal leadership characteristics that seemed influential in carrying out the existing formal and informal PM practices in the two schools. These are:

1) Honesty and commitment

T6 *...Our headmistress is very honest, she is like another kind of person, so, like, she advises us not to waste our time and that, whenever we get free time, we should try to give that to the students.*

T17 *...she cares so much about the school. She takes all the school-related matters personally.*

T7 *...She does not accept even a tiny mistake from teachers. She says that "we are taking the salaries due to these children. I cannot allow for even a slight negligence about them [on their learning]".*

T5 *Our head is active; she thrives on adopting good private school ideas for the betterment of her government school.*

SM2 *I often ask questions about schooling from my relatives abroad, as this is my duty. I want to*

learn and see if I can adopt their good practices in my school.

2) Approachable:

- T10** *...if there is any problem with teachers, or with the students, then the head is available every time.*
- T8** *She has told us that, "Anytime you can come and talk to me about any issue".*
- T9** *Our principal is very friendly. She understands us.*

3) Relationship Builder

- T17** *Our head is really exceptionally good. She is cooperative, having a separate connection with the students and teachers.*
- T7** *Everyone in the school feels that the head is close to her and has a different relationship.*
- T15** *She is just like a family member, with whom you can share everything.*

4.7.1 Summary of the Theme

The theme above indicated that government sector jobs in Pakistan, including education, characterise teachers as having a general lack of commitment and motivation towards work. The primary reason for this attitude is job security, as employees have no fear of punishment or redundancy if their performance is inferior. However, PM in this context will work if it creates an inner sense of responsibility in teachers concerning performance. In this regard, the respondents highlighted the need to link 'Islamic value training' to the existing mechanism to create a sense of inner responsibility for the performance. In addition, the theme discussed how the school leaders have effectively utilised religion to enhance individual teachers' performance by creating a narrative around aspects of religious principles and by personally following moral and ethical leadership practices.

Guided by the analysis and interpretation of research data, the next chapter of the thesis will discuss these themes identified in this study in relation to existing literature and will present the study contributions through the development of a contextual model of PM for these school.

Chapter Five

Discussion

5.1 Introduction

This study explores the phenomenon of PM from the perspective of the school leaders, teachers and education officials in the Pakistani secondary school context. The preceding chapter presented the findings and the interpretation of the data collected from the two case study units and identified the following five key themes relevant to PM within the two units of analysis.

- The stakeholders' understanding of Performance Management.
- The influence of Performance Management.
- The influence of contextual factors on Performance Management.
- The influence of leadership on Performance Management
- Self-responsibility, morality and religiosity.

This chapter will discuss the findings of the study based on the research objectives, which included: exploring the key stakeholders' perceptions about PM and its perceived effectiveness, and the potential influence of contextual factors and leadership on Performance Management. The findings from the themes will be discussed in relation to existing literature. The aim is to advance the significance of the findings through interpretation of their meaning and implications for academia and practice.

The following table, Table 5.1, illustrates the significant themes that emerged from this study, supported by research objectives. Objectives 1, 2, 3 and 5 were the stated objectives of the research as presented in Chapter one. Objectives 4 and 6 emerged as the data analysis proceeded.

	Research Objective 1	Research Objective 2	Research Objective 3	Research Objective 4	Research Objective 5	Research Objective 6
	Stakeholders Understanding and Perceptions of PM	How is PM accomplished in KPK Schools	Perceived Effectiveness of PM	The influence of contextual factors	The role of school leadership	The influence of Religion
Significant Themes	<p>4.3.1 The introduction of PM in KPK Schools</p> <p>4.3.7 The recognised Need of PM</p> <p>4.4.1 The confusion surrounding the definition of Performance Management</p>	<p>4.3.2 The practice of PM: Official Rhetoric and Ground Reality</p> <p>4.3.3: Monitoring and Inspections as tool</p> <p>4.3.4 Performance Evaluation Report</p> <p>4.3.5 The Performance Score Card and Quantitative Measurement Culture</p> <p>4.3.6 The Board Examinations results as measure of Performance</p>	<p>4.4 The influence of Performance Management</p> <p>4.4.2 The scope of Performance Management influence</p> <p>4.4.3 The influence of Performance Management on teachers</p> <p>4.4.4 The perceived influence of PM on students</p> <p>4.4.5 The influence of Performance Management on schools and Education Officers</p>	<p>4.5 The influence of contextual factors on PM</p> <p>4.5 Parental Involvement</p> <p>4.5.2 The Need for Management commitment</p> <p>4.5.3 The issue of Power and Authority</p> <p>4.5.4 The Need for Fair Rewards and Punishment</p> <p>4.5.5 Support System for Teachers</p> <p>4.5.6 Continuous Professional Development</p> <p>4.5.7 The Problem of Resources</p> <p>4.5.8 Personnel/People Mismanagement</p>	<p>4.6.1 Perceptions about the role of school leadership</p> <p>4.6.2 Headteacher role in managing teacher's Performance</p>	<p>4.7 Self-responsibility, Morality and Religiosity</p> <p>Leadership characteristics, Honesty, and commitment, Approachable, Relationship builder</p>

Table 5.1: Research Objectives and Significant Themes

Source: Developed by author

5.2 Research Objective 1: To Explore the Key Stakeholders' Understanding and Perceptions of Performance Management

Themes 4.3.7 and 4.4.1 in Chapter 4 respond to the research objective 1 by presenting the stakeholders' understanding and perceptions of PM in secondary schools. As stated in the literature review, despite being widely discussed for decades, there is still confusion surrounding an exact definition of PM. PM is often misinterpreted and conflated with other similar concepts like performance measurement, performance appraisal and performance evaluation (Brown and Radnor, 2005; Eddy-Spicer et al., 2017). This confusion was also evidenced in this study as the participants framed their understanding of the concept of PM. The participants' broad understanding of PM did not thus strictly confirm to any particular definition, as presented in Table 2.1 in the literature review chapter.

In a broader sense, PM was described as the continuous process of managing the school performance. There were references to the terms *“planning”*, *“observations”*, *“monitoring”*, *“performance assessment”*, *“indicators”*, *“communication”*, *“the feedback”*, *“rewards and punishment”*, *“achieving the objectives”*, *“the input,*

process, and output”, as study participants further articulated their understanding of this ongoing process of Performance Management. Respondents discussed PM in the context of schools and education. Theme 4.4.1 also showed that some of the participants interpreted the phrase in terms of how it applied to individual schoolteachers’ and principals’ performance. On the other hand, many viewed PM as encompassing the entire secondary education department, spanning school leaders, management, teachers and students. PM was also conceptualised as a process for analysing and improving performance at individual/school level to achieve broad organisational (education department) goals (Aguinis, 2013). These participant responses about the conceptualisation of PM predominantly matched the NEP (2009, p. 18) policy objective about the initialisation of the accountability mechanism.

to review confidence in [the] public sector education system by raising the quality of education provided in government-owned institution through setting standards for educational inputs, processes and outputs and institutionalizing the process of monitoring and evaluation from the lowest to highest level.

for achieving the country’s overriding objectives in quality and access of education.

The study also revealed differences in how participants see PM as they were conceptualising it. For a large number of participants, PM is past-oriented, to evaluate employees’ *“past performance”* and make them accountable for their previous performance. It is the process of accomplishing predetermined goals through continuous surveillance of employees as, according to one participant, *“It is a process over the year for improving performance towards achieving the pre-established objectives through continuous monitoring of employees”*. On the other hand, for others, PM is there to improve the *“future performance”* through support and development. It is designed to improve performance by enhancing teachers’ professional capabilities and providing them with the support they need in teaching. PM is *“about identifying teachers’ needs and problems, facilitating teachers, and eliminating issues and problems of teachers in achieving the objectives”* (T7). Within the literature, there is a mix of opinions about the purpose of PM in schools: while

some authors view PM as a means of disciplining poorly performing teachers, others see it as a tool for teachers' support and professional development (Forrester, 2011; Jacobsen and Saultz, 2015). However, overall, the findings of this study agree with Page (2016b) when looking at these different perceptions: that, rather than viewing PM in schools through a binary lens, it should be seen in dialectical terms as a set of internal conflicts and contradictions that affect students, teachers and senior leaders equally. A dialectic approach can foreground the tension between disciplining a poorly performing teacher that is negatively affecting the success of their students while at the same time offering a means to support struggling teachers who are keen to improve (Page, 2016b).

Looking holistically, PM is thus understood in its broadest sense as a:

continuous process of monitoring, measuring, analysing, and developing individual level performance to achieve broader organisational goals and objectives. It is a comprehensive approach that include evaluation of past performances as well as developing strategies for enhancing future performances. It is applied to everyone involved in imparting secondary education, including students, teachers, school leaders and educational officers or management.

Despite these differences, there was a general agreement that the teachers' persistent poor performance in public sector schools and the resulting deterioration in the education quality were the main driving forces behind the introduction of the new PM in secondary schools in KPK. In addition, the lack of a check and balance system, as stated in the NEP (2009), in the education system had resulted in so many flaws that schools in remote areas were closed (Saheen, 2013). These schools are referred to as 'ghost schools' in official documents, meaning that they are operational on paper only, with no students or teachers in reality. Furthermore, a system of accountability was needed because of what SO1 termed the distressing situations of schools with many "proxy teachers" (EMA1). For instance, those recruited for teaching positions, in reality, were engaged in other jobs or residing in foreign countries away from their jobs. At the same time, they were receiving regular payments from the education department; the net result was that there were

schools but no teaching or learning (ghost schools). From the participants' perspective, due to this "*Tabhai*", translated as deterioration of education, Performance Management's primary purpose is to "*regularise the teachers*" (T5) and impose a kind of supervision and accountability on them, with the ultimate goal of reforming the education sector. PM was thus viewed as "*a means of control and a tool of bureaucratic surveillance*" (Naidu, 2012, p.12). According to Isherwood et al. (2007), the vital aspect of PM is determining its true purpose, whether it is about the control of teachers or about the development of teachers' commitment and professionalism, as the perceived reasons for introducing PM in schools is the area influencing its actual implementation.

These findings thus reflect how the participants viewed existing PM practices as the tools for disciplining teachers. It can therefore be argued that existing PM in secondary schools follows an accountability model of Performance Management, the aspect of Performance Management that has received significant criticism in the literature because of its negative influence on teachers' professional autonomy and the purpose of schooling (Keddie, 2014b).

According to Shaked and Schechter (2016), understanding a teacher's attitude is crucial for successful implementation of reforms, as it can either make or break the actual implementation. This is because the teacher's initial reaction to reforms defines their practices inside the classroom as they implement them. In this aspect, this research, interestingly, is opposed to the literature at large, which reports negative perceptions and attitudes towards PM in general. Within this study, the participants recognised the need for PM in schools due to the upsetting situations of the schools, as discussed above, and therefore described the initiative in favourable terms. This contradicts the findings of Mosoge and Pilane (2014), who reported that teachers had a negative attitude towards Performance Management. However, it is directly in line with the study of Isherwood et al. (2007), who found similar results, with participants having positive perceptions about Performance Management. However, what is even more surprising in the findings was the respondents' recognition of the need for and appreciation for the "*accountability*" element in the

existing PM practices in place. According to an education officer, *"It is good, it is excellent if there is cross-checking from every side.... things improve"* (DO2).

The teachers in this study also had an appreciative and welcoming attitude towards the Performance Score Card and the frequent monitoring. This contradicts the prevailing literature, which mainly describes frequent surveillance as a form of controlling teaching and mistrust of teachers. It takes away the teachers' professional autonomy and negatively restructures the purpose of schooling, teachers and the teaching profession (Ball, 2003; Gleeson and Husbands, 2003; Keddie, 2014b; Wang and Kim, 2022). A possible explanation for this variation could be the different 'contexts', as the majority of these studies were conducted in developed countries where the schools and education conditions are different from those in developing countries like Pakistan. In this context, participants, as discussed above, have portrayed the dreadful school conditions as the primary reason behind the introduction of Performance Management. Participants thus appreciated the accountability aspect of PM for *"weeding out the bad apples"* (Page, 2016b, p.167), *"the proxy teachers"* (EMA2), from the profession.

Within the context of Pakistan, there is a lack of research exploring the perspectives of school leaders and teachers about PM reforms in particular. The study of Ullah et al. (2020), is an exception, however, which has explored the teachers' perspectives about the whole package of school improvement reforms in the KPK province, of which PM is an element. By filling the gap, this research thus reports overall the positive perceptions of stakeholders specifically about the importance of accountability within PM in schools. It contributes to existing knowledge by highlighting the school leaders, teachers, EMA members and education officers' positive and welcoming attitude towards the external control aspect of PM in schools.

5.3 Research Objective 2: How is the process of Performance Management Accomplished in Secondary Schools in KPK?

In their conversation about PM, these participants discussed what Moreland (2009, p.741) refers to as "*where, when and how*" it is carried out in secondary schools. In this regard, the two units of analysis revealed different parallel approaches towards accomplishment of PM in these schools. PM in these schools involves 'monitoring practices' within the framework of the mandatory Performance Score Card, an annual inspection for managing school-level performance and the Performance Evaluation Report (PER) for managing individual-level performance as official tools implemented by the education department and equally applied to all schools in the province. In addition to these official tools, the case schools have independently established formal and informal evaluative procedures for managing performance in their schools, as identified in theme 4.3.2. For instance, school A has designed an evaluation mechanism in which the senior subject teachers evaluate the teaching of junior teachers by assessing students' learning levels. These senior teachers then record their observations in the evaluation register, which is shared with the school head. The head then provides feedback to the particular teacher on their performance. In contrast, school B is following more informal procedures that include random observations of the teachers inside the class, learning walks, informal enquiries from the students about teacher performance, etcetera.

The in-depth analysis of the data uncovered tension between the official rhetoric of these mandatory PM practices in secondary schools and their ground reality as articulated by participants. The themes 4.3.2,4.3.3,4.3.4,4.3.5 and 4.3.6 address the second objective of the research and are discussed in detail under the following sub-headings.

5.3.1 Monitoring, Inspections and Performance Evaluation Reports

In theory, the KPK secondary education system has two parallel monitoring systems for ensuring school performance on the indicators outlined in Figure 4.3; these are officials visits and EMA (Education Monitoring Authority) regular monthly visits to the schools to observe schools' performance in terms of the Performance Score Card. Additionally, there are annual school inspections by education officers that were in place in schools even before the initiation of the new PM in 2013. However, the findings of this study indicated that, in practice, both monthly visits and annual inspections as conducted by district-level education officers are largely ineffective as they do not benefit the schools in enhancing improvement. This is because these education officers either do not visit the schools regularly as required or, if they do, they are limited to the head's office only rather than visiting the classes to conduct detailed observations (Uddin and Tahir, 2014). Likewise, the schools' inspections do not occur regularly (Asad et al., 2020), and have not occurred in the two case study schools for a long time, as their documents recording the officers' visits demonstrated. There was confusion about whether these inspections are still officially required in the schools or not. The participants at the school level and EMA members attributed this to a lack of commitment from the district education officers. However, in the district education officers' statements, the lack of time and human and financial resources were the prime reasons for irregular and superficial visits, which are discussed in 5.5.2 and 5.5.7. The educational officers' responses reflect that presently the education department has unrealistic expectations from them with regard to the number of schools to visit per month in the available time and the resources for ensuring PM in the schools.

In addition to the Performance Score Card, a simultaneous accountability mechanism exists for ensuring individual teacher performance in the form of a Performance Evaluation Report (PER). The PER allows school leaders and teachers to reflect upon their performance and develop professional development plans for their specific needs. It incorporates training and development activities to enhance skills and

knowledge. The participants' responses, however, indicated that these reports, in reality, are just limited to filling in the forms, typically reporting "*all good*" about all the teachers. It is an annual formality. In practice, the PER has no role in promoting the teachers. These findings are in accordance with the study of Habib et al. (2020) highlighting that the PER score is worthless, as the teachers generally receive the same score for performance and are promoted based on a seniority basis. However, while the study of Habib et al. (2020) pointed out that the principals in Pakistani schools are generally hesitant to write negative comments on the teachers' PER, the findings in this study showed that the subsequent actions for negatively reporting performance are so complicated with regard to the burden of proof that reviewers avoid recording a negative performance. In some cases, if a true reflection of performance is reported too, no actions are taken. There was thus a general scepticism about the usefulness of the PER in ensuring accountability for performance and teachers' development.

Contrary to teachers' perceptions about official visits and PER, the participants as a whole were largely appreciative of the monthly monitoring by the EMA as it has ensured performance achievement on access indicators in the PSC. These regular surprise visits by EMA officers have produced favourable results in controlling truancy, solving the issue of ghost schools (school that exist only on paper, and which are not functional in reality), and providing the missing facilities in schools that were previously reported as the main obstacles in education service delivery (CQE, 2007; Uddin and Tahir, 2014).

However, at the same time, there was evidence of the limitations of EMA monthly monitoring in enhancing the quality of secondary education across the data. These limitations were attributed to two main inconsistencies in the implementation of the Performance Score Card on the ground: first, the negligence of quality indicators in actual implementation, and second, the continued focus on quantitative data collection in EMA monitoring rather than analysis of the detailed status of performance on indicators. These are discussed below.

5.3.2 The Performance Score Card and Quantitative Measuring Culture

In theory, the Performance Score Card comprises both Access and Quality indicators, as illustrated in Figure 2.4. This study, however, demonstrated that, on the ground, all existing practices had stressed only the importance of achievement in access indicators, including the teacher and students' attendance, availability of basic facilities, etc. The quality-related indicators of the PSC, on the other hand, are neglected in practice. Currently, the only functional measure in the 'Quality-related indicators' is the 'Board Exam results', which are believed to be problematic and misleading, according to participants' description of the actual situation. This PSC quality indicator, the only one focused on, will be further elaborated on in section 5.3.3.

The other quality indicators of PSC, including SMQI (School Quality Management Initiative) and CPD (Continuous Professional Development), as shown in Figure 4.2, to support teachers' development, are not evident on the ground. The findings thus showed that PM in secondary schools has become stagnant, with frequent data collection on the access-level indicators only. The research emphasised that PM would bring improvement only if it incorporates an equal emphasis on the actualisation of quality indicators on the ground; for instance, evaluation of individual teachers, which would provide a feedback opportunity to teachers on their teaching and methodology and facilitate them to overcome the deficiencies by creating professional development opportunities. However, according to the officials, such a detailed analysis of the performance of individual schools and teachers is not possible within the existing framework due to time, and financial and human resource constraints. Thus, although the Performance Score Card incorporates indicators relating to teachers' development aspects, these do not exist on the ground.

At present, PM has thus in general created 'a measurement culture', in which all the focus is on measuring the quantitative achievements rather than a 'performance culture', which concentrates on enhancing capabilities (Radnor, 2008). The findings also align with the previous study of Shaheen (2013), which identified that much of

the emphasis was given to increasing the number of schools and the construction of new buildings (Access indicators) to raise enrolment numbers. At the same time, the qualitative dimension was marginalised. However, it should be noted that the study of Shaheen (2013) was conducted before the new PM system was initiated. It is surprising that this trend is continuing despite the laudable intention of the new PM system to overcome the previous shortcomings.

In addition to negligence about the quality indicators in practice, it was found that, among the focused access indicators, too, the emphasis is only on the 'quantitative aspects' and not on the detailed qualitative aspects. As a result, the data collected on 'Access indicators' does not reflect the actual status of school performance in terms of these indicators. Consequently, the whole process is reduced to counting the number and achievement of targets. For instance, how many teachers are present, how many students are present, PTC meeting conducted or not and counting the basic facilities in schools, i.e., number of classrooms, number of toilets, the board exam results, etcetera. As a result of the EMA monthly monitoring of the schools, this counting practice takes place every month, while the education officers support schools to ensure that the quantitative monthly targets on these focused indicators are met. Consequently, PM in practice is limited to ranking the schools/districts on this quantitative data, on which all the actors, including school leaders, EMA members and educational officers, invest their synergies to ensure visible target achievement. Ohemeng and McCall-Thomas (2013) stated that individuals might shift their attention to achieving targets on criteria that are being measured and published. This is because, according to Keddie (2016), it thus promotes the "sociality of performativity" compelling the teachers to organise their work on enhancing the performance on measures that 'count'. Such situations will result in output distortion as "indicators are no longer an adequate measure of performance" (Meijer 2007, p.172) and thus do not provide a true picture of organisation performance (Ohemeng and McCall-Thomas, 2013). For instance, while the EMA monitor marked yes for the 'availability of electricity on the PSC during their visit to the school, the school had no such facility as the solar system for electricity was no longer functional. Benaine and Kroll (2019, p.813) referred to this tendency

as detrimental and conceptualised it by using the term “data gaming”, which means the efforts to generate positive performance data without actually achieving the objective behind the indicator. This is performance gaming as the resources are consumed without genuine improvement in the performance even on the measured indicator (Benaine and Kroll, 2019).

5.3.3 Board Examination Results

As expected, the academic performance of secondary schools in the province is managed using the academic results from the annual ‘board examinations results’, termed as SSCs (Secondary School Certificates). The ‘SSC results’ is the only quality-related sub-indicator within the PSC framework currently used to assess educational quality and teachers' performance in secondary schools. However, participants at all levels expressed dissatisfaction with the examination systems, citing various problems in the way these examinations are conducted and managed and in using their results to assess school performances.

Ranking the schools based on performance in the examination results is not particularly useful (Sarrico and Rosa, 2009), as school performance is a complex matter and using a single indicator to measure it is misleading (Levacic, 2008; Ploom and Haldma, 2013). While citing several flaws in the design, conduction and results of the examination system, participants at all levels referred to the board examinations as the fundamental problem worsening the overall quality of the secondary education system. This is because examination papers do not measure students' intellectual thinking; instead, they promote rote learning and encourage teaching to test culture in schools (Jacobsen and Saultz, 2015). Hence, the students' results/grades in the examinations are not truly reflective of their learning level. Within the context of SSC high-stakes examinations in Pakistan, the issue is explained by Rehmani (2003): every three to five years, exam questions are repeated at least once. Additionally, there are widely available exam paper guides on the market that include pre-written solutions to the questions from previous exams. Teachers and students rely on these resources and memorise the contents for exam papers to

achieve higher grades. Teaching in the case is thus reduced to exams preparation and achievement of high grades (Ro, 2022). This is consistent with research indicating that high stakes testing influences teachers' practices inside the classroom (Plank and Condliffe, 2013), even though they may feel discomfort with it and perceive it as inappropriate (Ahmad Dar, 2023), as evidenced by findings of this study.

The phenomenon is associated with literature that teachers tend to narrow the curriculum into specific subjects and specific topics within a subject in high-stakes examinations (Keddie, 2014a), as discussed in the literature review in section 2.5.1. This study, therefore, confirms the literature that using external examinations as a sole means of measuring schools' performance distorts the curricula. Consequently, as the findings indicate, the students pass the exams with high grades but no actual learning. These findings are also consistent with other studies conducted on examinations in secondary education in Pakistan (Burdett and Everett, 2017; Rind and Malik, 2019). The previous research conducted by Rehmani (2003) stated that examinations focus on assessing factual knowledge rather than students' critical and analytical skills, understanding and comprehension. The better the reproduction, the better and higher scores or marks awarded by examiners. Students, therefore, attain high exam scores only through rote repetition in the examination while remaining functionally illiterate in any real sense (Burdett and Everett, 2017; Rind and Malik, 2019).

Theme 4.3.6 in Chapter 4 demonstrated the 'cheating and malpractices in exams' as another hot topic within the data. Unfortunately, exam cheating, and malpractice have become popular (Rehmani, 2003), which is a fact that has worsened educational quality (Reba and Inamullah, 2014). However, these existing studies in Pakistan about the cheating practices in exams have focused on the issue itself, without exploring why this is happening. In this research, the participants highlighted why cheating had become a general trend in public schools in particular by citing various reasons, including the lack of resources in public schools, the students' socio-economic background, the role of private sector schools, and the weaknesses of the boards authorised to conduct examinations. Within these, the issues of resources with

schools and socio-economic background of the students were prominent, which are discussed in the following paragraphs.

Using the 'board examination results' to hold schools' principals and teachers accountable is not appropriate, particularly when the schools are not provided with the required resources. Exam results should not be used as the sole criterion for judging performance because not all schools have the same resources and opportunities to succeed. These board exams are flawed as they do not differentiate among these schools based on available resources, their conditions and the backgrounds of the students these schools are serving, although, in fact, all of these influence the students' academic performance in examinations. PM should assess how effective schools are at achieving their stated goals within the resources and facilities available (Othman and Abd Rauf, 2009).

Another significant issue highlighted by the study was that the students in the case study schools are primarily from poor socio-economic backgrounds, mostly working as housemaids during their free time, which, according to data, negatively influences their learning experience. Furthermore, the results equally measure all the schools, including the private schools with students from a middle to high socio-economic class; see Table: 2.2. Therefore, making schools accountable for the academic performance of these students is simply unfair. PM should satisfactorily account for the differences in schools regarding the available resources and the students' socio-economic characteristics. Using aggregate exam scores that are not adjusted for these variances will unfairly favour schools that serve students from affluent backgrounds (Sarrico and Rosa, 2009).

Finally, making schools accountable based on board results does little to enhance their performance, as no action is taken on this basis to bring about improvement. The findings could not provide any particular example of the practical use of examination results. The only action taken after the declaration of the results is the district education officer's (DEO's) call for explanations from the school principal in the case of poor results. The principals explain the reasons, typically relating to students' background or the lack of resources, and this cycle continues each year.

Interestingly, despite these concerns about the practicalities of the Performance Score Card, there was a recognised need for PM for education improvement. PM was perceived as a significant step taken which has tackled the issues relating to teachers' absenteeism, closed schools and students' attendance, which is discussed in detail in section 5.3. This is because the frequent surprise visits by EMA officers particularly have created a sense of responsibility and positive competition among schools in terms of performance on these access-related indicators. For the education officers, PM is valuable as it provides them with real-time data about school performance on these indicators in their district and gives them a clear strategic direction to achieve the access-related objectives, which was not previously the case. As stated by Moreland (2009), PM could be 'a lifeline for teachers and managers when the schools are in challenging circumstances.

The discussion so far has reflected that stakeholders have clearly understood the purpose of existing performance mechanisms and recognised that these existing practices are accountability oriented with the aim being to regularise teachers and improve their performance. However, at the same time, they idealised a performance system which is not just performance oriented but focused on development, which is currently not the case. In this regard, the research has highlighted various issues in on-the-ground implementation of PM that inhibit the achievement of desired outcomes from the process. Nevertheless, they have welcomed the initiative and are hopeful that it will bring improvement. Further discussion of the influence that existing PM practices has on schools and teachers follows.

5.4 Research Objective 3: To Explore the Perceived Effectiveness of Performance Management in Secondary Schools

Theme 4.4 concluded that all the stakeholders in this study, teachers, principals and education officers, agreed that the performance reforms had positively influenced achievement on some access-related indicators in the secondary schools in KPK. The process has brought improvements in secondary education as compared to the past. However, there were differences of opinion when describing the scope of its impact. While some described it as having a significant impact, others described it the impact as small, and a few believed it had no favourable influence. These differences of opinion were due to participants' different understanding of Performance Management. The achievements of the Performance Score Card were characterised in terms of access-level indicators by those who said it had a "*great influence*". They viewed PM narrowly in terms of bringing improvement in visible indicators only or, as according to Keddie (2016), only bringing improvement in measures that count. On the other hand, several participants defined PM in a broad sense to include both measuring and improvement of performance. And those who perceived it to be influencing both the access and quality indicators through teacher development and facilitation, which is presently not the case, as previously discussed in section, described the influence as partial and insignificant. PM is thus not fully achieving what it aims to (Naidu, 2012), improvement in both access and quality indicators. AS according to the 3Es framework, PM is ineffective as it is not fully achieving the intended quality-related objectives and has associated unintended consequences (Thomas,2006).

Despite this discrepancy, respondents associated the favourable influence of PM with two main elements in current practices factors: firstly, to the 'surprise EMA visits', which have ensured accountability for access indicators. As previously evidenced by the mixed-method study of Mutereko and Ruffin (2018), in the context of high schools in uMgungundlovu District of KwaZulu-Natal, South Africa, Performance Management, used as an accountability mechanism, improved the performance and accountability of the teachers towards the education department's

goals. Secondly, accountability has been ensured to the 'ranking of schools on indicators in PSC', which has created an environment of competition for ensuring performance at district, school and individual levels on achievement in these access indicators. Because of these surprise visits, the Department of Education has made significant progress in meeting its goals in relation to the access-related indicators, as the regular EMA visits put pressure on teachers and officials to maintain monthly target achievement.

Within the access indicators, the most evident influence of existing practices was ensuring the attendance of teachers and students at school and solving the issue of 'ghost schools', which have previously been identified as severe issues in Pakistan's public sector education system by a number of researchers (Aziz et al., 2014; Janjua et al., 2019). This study thus supports the findings of Janjua et al. (2019) that PM in secondary schools in Pakistan has ensured teachers' attendance and has solved the problem of ghost schools. These results suggest that contrary to what has been discussed in the literature review, the external accountability element in schools' PM in this case has been proven productive in ensuring achievement towards the national objectives of access to education.

However, apart from this, there were no visible signs of these regular EMA visits under the PSC having any other good impact on school performance as a whole, on teachers' development or on students' learning. Participants could not identify any direct benefits of the PSC to teachers as it neglects the developmental aspects of PM under the ignorance of 'Quality Indicators' including CPD and SQMI, in practice; see Figure 2.4. The EMA visits followed by education officials' visits to schools are only limited to quantifiable data collection, largely on access indicators, and do not assess the teachers' performance inside the classes. Moreover, as previously discussed, the school performance is assessed based on students' performance in annual examinations, which is misleading, as discussed in sub-theme 4.3.6. The study therefore could not conclude about the influence of external accountability on students' learning and teaching as categorised under quality indicators of the PSC. The findings thus partially agree with the studies of Idris (2021) and Nawaz et al. (2019), acknowledging the positive role of the EMA in ensuring the students' and

teachers' attendance at schools. However, this study opposes their statements about the role of the EMA in enhancing 'quality' improvement in the education sector of KPK. The possible explanation for this difference is that both of these previous studies utilised quantitative survey techniques and, hence, did not provide a deeper understanding of the issues relating to EMA visits.

Nevertheless, there were references to the influence of internally and independently designed evaluative mechanisms by the heads of these schools for assessing their teachers' performance. The notable finding was that implementing any such assessment system for teachers' and schools' performance evaluations at the school level has not been made mandatory by the education department, as stated in sub-theme 4.3.2. This internal mechanism allowed the teachers to discuss the performance expectations and their concerns with school heads in order to bring about the needed improvement. The continuous observations by heads, formal evaluation by senior teachers, and follow-up feedback allowed them to reflect upon their performance, identify their weaknesses, and look for strategies to improve their performance. This is consistent with the findings in the literature review that PM helped teachers in Zimbabwe identify their strengths and weaknesses (Wadesango et al., 2017). PM has provided schoolteachers with an opportunity to develop their professional skills, motivated them to improve their performance, and thus has resulted in improved school standards (Isherwood et al., 2007). In this study, the internal school evaluative system supports teachers' professional development (school level) based on their needs as identified in their evaluation through the creation of a collaborative environment in schools where school principal/senior teachers support the junior teachers. Nevertheless, this support is only limited to providing oral feedback to teachers on their teaching inside the class or in a meeting with the principal. Further, since these are adopted by school heads at their discretion and are not officially recognised, therefore their outcomes have no role in teachers' promotion or arrangement of specialised support courses/workshops directed towards the professional development these teachers feel they need.

According to the teacher participants, the influence of this limited internal support to teachers is also fruitful for students' learning. This is because the internal evaluation assesses teachers' performance directly on students' responses to evaluator (senior teachers/principal) questions. These teachers then adopt various strategies for ensuring that the learning is at least up to the level that the students perform satisfactorily in the school's internal evaluation. In addition, if a student is identified as weak in the evaluation, the teachers, in consultation with the head, adopt different strategies to ensure their learning, such as "*arranging extra classes*" (T17). Consequently, improvement in learning occurs as "*the students' responses in evaluations are getting better with time*" (SAT8). PM could inform school self-evaluation, allowing senior leaders to increase the effectiveness of underperforming departments (Moreland, 2009).

Returning to the influence of the external PSC, it has ensured the availability of real-time data to education officers about school performance on access indicators in their district, which provides them with clear directions for strategy formulation and managing school performance in the district. Furthermore, the PSC has created a competitive environment (at district level) for district officials on achievement in these access indicators, with all district officers attempting to improve their performance in observable indicators in district rankings of school performances. This finding contradicts the previous studies in the literature that reported the negative influence of competition due to PM adaptation in schools. This is because of Pakistan's distinct response to the global NPM reforms. Pakistan has reacted to these reforms differently due to its unique sociocultural background, political and economic priorities, and bureaucracy (Rehman and Sewani, 2013; Ming and Rashid, 2019). The focus has been on its governance characteristics that are focused on results rather than completely embracing its market-based reforms (Zia and Khan, 2013).

The following section discusses the issues surrounding the influence of contextual factors on existing PM practices that compromise the effectiveness of PM in these schools according to stakeholders.

5.5 Research Objective 4: To Explore the Influence of Contextual Factors on Performance Management

The study indicated that PM practices are not fully achieving the intended objective of improving the quality of education in secondary schools. In this regard, the research identified various practices and contextual factors that present barriers to PM in attaining its full potential and delivering the intended results.

Theme 4.5 of the findings demonstrated that issues related to parental involvement in the process, students' background, management commitment, power and authority with school heads and education officers, political interference, fair rewards and punishment, teachers' facilitation and professional development, and lack of availability of resources in schools are the factors influencing PM in reaching its full potential. These are discussed as follows.

5.5.1 Parental Involvement and Student Family Background

There was an emphasis on the importance of active parental involvement and management commitment in PM to effectively enhance school performance. While the literature considered the parents, school leaders and teachers, and district-level officials as critical stakeholders in school PM (Ploom and Haldma, 2013), the findings illustrated the lack of officials' commitment and parental support. Each of these stakeholders has an important role in ensuring the achievements of the intended objectives of PM in secondary schools. As the literature suggests, the synergy created by stakeholders working together to improve school performance is one of the critical aspects of improving teaching and pupil learning results. In a highly decentralised education system, collaboration with internal stakeholders such as teachers, students, and other staff members and external stakeholders, such as parents, local government and school council members, is critical (Ploom and Haldma, 2013).

The findings suggest that collaborating with parents to discuss personal issues that may affect their child's academic performance is important for effective school performance management. The inadequate achievement of students is attributed to factors like poverty, child labour and socio-economic background of students with teachers having no control.

Participants at all levels thus accentuated the importance of the involvement of parents in the process as a means for communication of concerns about students' achievement. However, this kind of active collaboration and communication among parents and teachers is missing in the PSC. While there are parent-teacher committees (PTCs) as on paper and as sub-indicator in PSC, these are not functional on ground, as the parents are not interested and do not go to the school. Secondly, the role of the PTCs is limited to approval of the spending of school maintenance funds, and they have nothing to do with teaching or learning in the schools. These findings are consistent with the study of Baacha et al. (2020) about the role of PTC committees in ensuring accountability in the KPK schools. The study of Nasir et al. (2017) extended that, in KPK schools, the involvement of the community and parents in school improvement is the responsibility of the district education officers through the management of PTC committees; however, the education officers' efforts to involve the community in the schools are ineffective.

The findings also evidenced that students' family background influence their achievement in schools, hence influencing overall school performance. The students in these schools are predominantly from lower socio-economic backgrounds; they have unique issues about which are not under the control of teachers. It was found that making teachers accountable for the learning of these deprived students is not justifiable as factors out of teachers' control negatively influence students' learning; however, it is believed that the situation can be improved if parents are actively involved in the process. The findings are consistent with the framework suggested by Harrison et al., (2012, p. 251), which identified 'student family background', including variables of parental occupation, parental education, household income, as non-controllable factors influencing students' achievement in schools. The amount of

family resources allocated to children and the timing and quality of those resources influences the outcomes for those children. According to Rutherford (2012), as both poverty and race are linked to family income and education, the larger the population of students from such backgrounds, the more difficult it will be for schools to meet performance standards.

Stakeholders' involvement and significant influence in the PM process is a prerequisite for its success and effectiveness (Goh, 2012). Some researchers (Nasir et al., 2013; Ploom and Haldma, 2013; Sarrico et al., 2012; Cunha et al., 2018; Hartog et al., 2004; Harrison et al., 2012; Teeroovengadum et al., 2019) have stressed the need for parent participation in school PM in the broader literature. The framework for evaluating school performance should include controllable variables and consider student family background as a process-influencing contingency factor to ensure schools are not unfairly penalised or rewarded based on student characteristics (Harrison et al., 2012).

5.5.2 District-level Education Officers' Commitment

For effective implementation of Performance Management, the interest and commitment of the management and leadership are crucial. However, there seemed to be a lack of commitment from the officials' side within the existing mechanism. Because the districts are ranked on specific indicators, the officers have focused their efforts on achieving quantifiable success on those indicators only, to receive acknowledgement and certificates. The participants highlighted the importance of the active involvement of education officers to give detailed attention to all aspects to achieve the required outcomes from the process. Within the literature, some researchers (Cunha et al., 2018; Hartog et al., 2004; Teeroovengadum et al., 2019) have identified the commitment of officials/managers as a critical component of Performance Management's effectiveness in the public sector.

5.5.3 Power and Authority

In addition to the lack of active involvement of parents and education officers, the lack of authority with school heads in acquiring resources and making decisions influences Performance Management's effectiveness at the school level. The existing mechanism does not provide school leaders with enough power to make decisions according to the situations of their schools, *"So if I tell you, the restriction is that the officers send us instruction sheets that [say,] 'You do this and that', I cannot make decisions on my own" (SM2)*. It is unjustifiable to make school heads accountable for performance without giving them absolute authority.

According to Muriel and Smith (2011), for PM to yield a positive influence, schools and teachers must have the authority to make decisions that affect performance measures. The heads expect to grant them enough freedom in their decisions and, in return, will give the education department a model school with outstanding performance. For instance, they do not have a say in the hiring and posting of the

teachers, the main determinant of school quality. These findings are also consistent with Heystek (2015): that principals do not want to be accountable when many factors are out of their control. PM was instead perceived as demotivating as the heads did not feel they would be able to achieve the goals without having sufficient control over factors influencing performance.

The issue of authority was also evident in the education officers' responses. The school participants' responses at the school level claimed that district education officers make all the decisions about school matters. Surprisingly, education officers' comments echoed that they too do not have adequate autonomy in making school-related decisions and that politicians hold the real power. Political interference is a powerful factor in hindering PM from achieving the desired objectives (Hawke, 2012). The influence of political factors is visible in almost all areas of the school management decisions that directly or indirectly affect Performance Management's effectiveness. For example, the political influence is visible in resource allocations to schools, in HR matters (teachers' appointments and transfers from one school to another), annual examinations, and monthly reporting of teachers' attendance by the EMA.

Within the broader literature, this issue can be linked to the 'authority' factor in the NPM reforms; these findings indicated that, despite reforms in education, the actual authority continues to rest with the politicians. As a result, the education officers are vulnerable in front of the local politicians, having no authority, in reality, to manage educational matters in their districts. Similarly, the school leaders are deprived of the authority that the NPM reforms promise in return for making them accountable for schools' performance. The NPM reforms promote decentralisation of authority to local management and institutions for better management (Moynihan, 2008; Taylor, 2011). The logic behind this was that traditional public-sector restrictions had constrained the managers' ability to rearrange human and financial resources, even if they have complete information about their operations and a strong desire to improve performance (Moynihan, 2008). The recommendation within PM under the new public reforms is the provision of authority to public sector managers to use performance information for performance improvement. However, in the research

context, the decentralisation reforms have devolved the authority to district officers to manage, plan, monitor and evaluate the education system at the district level (Rehman and Sewani, 2013). These findings, in contrast, indicated that actual authority rests with the politicians that constrain the education officers' ability to manage the resources effectively. This makes it challenging for education officers to bring about the expected improvement in schools despite the presence of a comprehensive PM framework which has ensured real-time data availability on indicators.

5.5.4 Fair Reward and Punishment Mechanism

This theme indicated the need for a fair reward and punishment mechanism based on school heads' and teachers' actual performance in the schools in the existing framework. The existing performance evaluative tool (PER), as discussed in section 4.3.4 and 5.3.1, does not differentiate among teachers on performance. Additionally, the students' board examination results are used as the sole criterion on the PSC for assessing schools' and teachers' performance. Nevertheless, the action based on these results is limited only to the issuance of the show-cause notice, nor is there any mechanism in place under PSC monthly data collection that judges the teachers' performance inside the schools.

The problem of authority is also intertwined here; as the officers reflected, they lack authority to take action for the poor performance of the teachers. Presently, discipline-oriented rather than performance-oriented rules bind them as they serve as administrators to ensure compliance rather than improvement. For instance, as one officer put it, *"We know about the lapses in performance, but, since we do not have any authority, we cannot take action to eliminate it"*. The lack of in rewards and punishment directly affect performance, as it demotivates the newly appointed, committed and qualified teachers. Moreover, it also strengthens the behaviour of poorly performing teachers as the current system does not hold them answerable for their poor performance. Employees' motivation has a crucial role in PM as it influences individual performance improvement (Rusu et al., 2016; Tran,2022).

5.5.5 Teachers' Support

The research echoed teachers' sentiments that PM should include the component of teacher facilitation. The focus should not only be on making teachers accountable for being present in the schools; there should be an equal emphasis on teachers' support and facilitation. The PSC should include an element that identifies and addresses the teachers' issues and concerns in reaching the expected performance. For instance, reaching all the students in overcrowded classes and ensuring learning was recognised as one of the prime concerns for teachers. Similarly, providing teachers with the required learning resources and support materials was also important. A school-related performance agreement must be more than just an accountability tool; it must ensure support and development to the heads (Heystek, 2015). Similar findings were also reported by Mosoge and Pilane (2014) in South African primary schools: that the most challenging obstacle was overcrowded classes which impeded PM as giving individual attention in overcrowded classes was impossible. Moreover, they also highlighted the shortage of teachers and resources as additional obstacles to PM in schools. Within the Pakistani education context, the large number of students in classes is also reported by researchers as an obstacle that affects the quality of education in schools (Kazmi, 2005).

5.5.6 Professional Development

The lack of individualised professional support based on the teachers' performance was highlighted as another factor influencing performance. Sub-theme 4.5.6 emphasised the need for teachers' professional development through continuous professional development opportunities in the light of changing courses and new learning methodologies. These developmental opportunities are pivotal for teachers to upgrade their skills with time and continuously improve their performance and hence students' learning. According to Moreland (2009), teacher PM should arguably be a deliberate procedure that improves students' learning outcomes. Similar to this,

Mosoge and Pilane (2014) contend that PM without support for development is unlikely to inspire teachers to improve their performance.

While the Performance Score Card model includes these elements of support under quality indicators, the findings, however, demonstrated that these are not realised on the ground. It is evident that, after entering the teaching profession, Pakistani teachers have no opportunities for professional development (Asif Khan and Afridi, 2017). While the internal school evaluation helps teachers identify their weaknesses in the post-evaluation discussion with the head, there is no formal support system available from the education department to assist them in overcoming those weaknesses. The only support provided to teachers is coaching by head or senior teachers or from the peer support that headteachers have developed in their schools that they believe is insufficient.

School principals and education officers also realised the need for professional training. The school principal positions are typically filled among the teaching staff as they get promotion on a seniority basis. As pointed out by Rizvi (2008), it is questionable how well principals, who were hired or promoted based on their teaching expertise and seniority rather than their leadership experience and qualifications, can organise or control a school's functions. The study confirms the findings of (Mansoor and Akhtar, 2015), that the school's heads and vice heads had received no formal training in school management or leadership. The same is the case for education officers: most district-level officers are drawn from the teaching cadre. The officials asserted that the training they have received is insufficient. Capacity building of administrators and teachers, mainly in the government schools, has been identified as a critical aspect of successful implementation of reform strategies (Rizvi, 2008).

5.5.7 Resource Allocation

It was found that the lack of learning resources and skilled teachers in schools hinders the effectiveness of PM in the schools. Learning resources such as books, libraries and well-equipped laboratories are essential for the smooth operation of the education process. Schools with adequate resources find it less challenging to

educate students and meet performance standards (Rutherford, 2012). However, the educational institutions of the country (Pakistan) are lacking such facilities (Ahmad et al., 2014). PM should assess how effective schools are at achieving their stated goals within the resources and facilities available to them (Othman and Abd Rauf, 2009).

Similarly, officials highlighted the issues of time, and human and financial resources that directly impact their performance as these limits their capacity to visit all the schools regularly. Their existing workload is so high that they cannot visit each school, spend time there and inspect every aspect of school performance in detail. This is consistent with broad previous literature linking the time and resources available to administrators to effective implementation of PM in schools (Moreland, 2009; Naidu, 2012). The findings also confirm the previous study conducted by (Baacha et al., 2020) reporting lack of physical resources and officials' workload negatively affecting regular monitoring in KPK secondary schools. The officials do not have the required budget and transportation facilities to perform school visits (Komatsu, 2009). However, the study of Komatsu (2009) was conducted before the new PM was implemented. Despite the new reforms that link the performance of education officers to the number of school visits they conduct, the findings suggest that these officers still struggle to complete scheduled visits. Moreover, under the reforms, if they have visited the schools, it was limited to superficial inspection and signing of the visiting register. They have only focused their attention solely on inspecting visible quantifiable indicators of school performance. In the broader literature, researchers (Mosoge and Pilane, 2014; Wadesango et al., 2017) have highlighted the issues of time and resources as hindering PM in schools.

5.5.8 People Mismanagement

The mismanagement issues in the recruitment, posting and transfer of existing teachers in schools is another issue that constrains a school's performance in achieving quality objectives in KPK.

The first issue identified and stressed by participants that directly influences student achievement in schools is the mismatch of the teacher's post with their qualifications. Teachers are appointed to positions that do not immediately relate to their qualifications, but they are required to teach such subjects in schools. Similarly, teachers are promoted to higher grades on a seniority basis – the higher grade requires them to teach higher classes despite a lack of required qualifications. In both cases, the mismatch of teachers' qualifications with the subjects they teach negatively influences the student outcomes and the achievement of learning objectives. For instance, in many cases, even though a qualified teacher is available for a subject in the school, because of the wrong posting, that subject is still taught by an unqualified teacher with no subject knowledge. According to Mirza (2016), to reach the appropriate level of quality education in schools, the antecedents and procedures must also be of high quality. In this regard, the quality of teachers has been identified as the most vital determinant of student achievement (Ingle et al., 2011; Mirza, 2016). However, in Pakistan, not enough attention is given to the recruitment of qualified teachers in schools. As further explained by Lekhetho (2021), effective teachers are critical to the quality of education and students' achievement; therefore, the teachers must be well qualified to teach content effectively.

The frequent transfer of teachers was outlined as another issue that negatively influences school performance as it creates a shortage of teachers, particularly in schools situated in remote areas. Teacher transfers have primarily been highlighted in indigenous research as one of the main challenges in achieving educational objectives (Halai and Durrani, 2016). The issue is that teachers are appointed to rural schools after a lengthy recruitment process; however, officers are under intense political pressure to transfer these newly appointed teachers to urban schools closer

to their homes immediately following their appointment. As a result, there is a continuing teacher shortage in rural schools. These findings reflect those of Komatsu (2009), who found in his ethnographic observation that a total of 16 teachers visited the district education officer within three hours of their appointment to make a transfer request. The researcher further commented on the involvement of influential politicians in transfers as,

In fact, the researcher had the impression that the district education officers were spending most of their time between handling visiting teachers who requested transfers and phone calls from politicians who intervened in the transfer affairs (Komatsu, 2009 p.23).

The findings also reject the claims of the new government that political interference in education is minimised and that transfers are banned. Instead, the participants suggest inconsistency in transfers; while the transfers had been banned for some time, they restarted again when the politicians needed them. This research indicated that the problem is still there despite the government's claims that the new reforms in education have solved the issue of teacher transfers. The media has exaggerated the reforms, but the reality is very different (Khan, 2015).

The research also highlighted the issue of senior teachers who had been hired in the early 80s or 90s as negatively influencing the achievement of school performance objectives. This is because these teachers lack the core subject knowledge and cannot adopt the new teaching methodologies and hence cannot effectively deliver the lessons (Kazmi, 2005). These findings are also consistent with previous research (Ullah et al., 2020): that teachers who were hired before had attained private qualifications and therefore were not competent enough to teach the new curriculum in schools. However, this research provides yet another, deeper, insight by highlighting the potential issues that these senior teachers had created for the newly appointed teachers and indirectly influenced the objective achievement in these schools. The study of Kazmi (2005) found that senior teachers are inflexible in acclimating to the changing learning needs, and they often create resistance for newly appointed junior teachers in following the new methodologies. Similarly, while taking advantage of their seniority and cultural values, they assigned extra classes to

junior teachers, thereby increasing their workload; participants believe it is demotivating in the long term. This theme, as it realises the context's influence, confirms researchers who have advocated for understanding the crucial role of contextual factors in understanding and determining the effectiveness of Performance Management (Bhengu and Myende, 2016; González-Falcón et al., 2019; Myende et al., 2021). It did so by identifying and explaining the contextual factors inhibiting the existing practices in achieving the intended objectives of improvement in secondary education. The findings thus confirm the argument put forward by Haines and St-Onge (2012, p. 1173) that, "Performance Management effectiveness is not only a function of system design or best practices but also of programme implementation and execution in different organisational contexts". The following section discusses the role of school leadership in PM in schools.

5.6 Research Objective 5: To Explore the Potential Role of School Leadership in Performance Management

Based on the literature, this study acknowledged the crucial role of school leadership in school Performance Management. The findings in the theme reported that there are no mandatory guidelines for these schools to follow PM practices. However, the school heads have naturally been engaged in formal and informal PM practices to manage their school's performance. It is entirely up to the school leader's discretion, willingness and capability to adopt and designed any kind of PM system for their school. This study, by agreeing with existing research, argues that the effectiveness of PM in schools depends on the school's leadership. This also supports the existing literature as suggested by Isherwood et al. (2007, p.74): "the key to successful performance management might well lie in the quality and characteristics of leadership throughout the organisation".

The value school leadership gives to PM determines its success and usefulness for schools. These heads have given importance to internal PM by ensuring that the process is regularly accomplished in their schools, even though it is not mandated by the education department. *"If the school leader is not interested, the followers will not care about it" (T2)*. This is consistent with O'Pry and Schumacher (2012), who found that the school principal directly influenced how teachers valued the performance evaluation process. Teachers who believe they have a principal or appraiser informed about the system and its value, will have a positive attitude about the process and consider it meaningful (O'Pry and Schumacher, 2012). A teacher described how the school head's valuing of the process shaped their behaviour by stating, *"We all have accepted this now. So, we pray and try that we also get the strength to do works the way she [school principal] wants from us"*.

The units of analysis investigated revealed that these leaders have naturally adopted different approaches for managing their school's performance. For instance, the head of school B adopts various informal techniques, including learning walks (Page, 2016a), lesson observations, indirectly asking students about teachers' performance or involving the schoolteachers on an occasional basis to report on the performance

of other teachers. On the other hand, the head of school A has distributed responsibility to a group of senior subject specialist teachers to assist them in implementing PM by overseeing it, and measuring, and reporting individual teachers' performance regularly. For this purpose, a distinct channel of performance information sharing has been designed in the form of performance registers. Thus, despite these variations in their approaches, they have established clear teacher performance expectations and have focused on regular communication and reinforcement of these expectations through formal and informal interactions.

To ensure the performance achievement on school settled objectives, these principals have adopted practices of measuring and monitoring individual teachers' performance and ensure the use of performance information for the improvement of teaching practices, as evidenced by their regular feedback to teachers. These heads also personally engaged with students to enquire about teachers' performance and the students' learning experience. In addition, it was found that the head of school A shares the internal school performance evaluation information with district officers as they visit the school. This was described as the hallmarks of a leader, as the teachers in these schools thought it was unusual. The outcome of involving these stakeholders (asking students and sharing performance information with education officers) in the process was that the teachers started valuing it and taking the internal school evaluation seriously. In addition, a predefined procedure has been adopted for using the information for taking corrective actions and identifying areas for improvement. The teachers are provided with regular constructive feedback and guidance for improvement based on formal/informal evaluation in these schools. Goh et al. (2015) referred to these activities as creating a 'performance culture' for continuous performance improvement. The positive outcome of these activities for PM was that it created awareness among teachers that PM is used as a tool for improving school performance. It was perceived as a tool for facilitating teachers instead of a punitive tool and was thus successfully integrated into the everyday day activities of the school. "If the likelihood of getting positive feedback regarding work performance is high, there is less resistance to the evaluation process" (Irs and Türk, 2012, p.382). This also accords with the findings of

O'Pry and Schumacher (2012), which showed that teachers who felt that the head provided timely and constructive feedback, gave them the opportunity for self-reflection and coached them through careful contemplation of the appraisal outcomes, considered the evaluation process pleasant and meaningful. School heads play a crucial role in school success as they encourage, drive, guide, direct and take actions to enhance teachers' performance regarding established goals (Nurabadi et al., 2021; Gallego-Nicholls et al., 2022).

The defining characteristic in creating a conducive environment for PM was that post-evaluation information is used for learning purposes rather than accusation. For instance, the headteachers never blamed the teachers; instead, they were encouraged to share their problems in achieving the expected performance. This has resulted in developing the teachers' trust that the head is interested in understanding their issues. Moreover, the headteachers' distribution of authority with senior teachers, consultation with teachers on school improvement strategies and beliefs about teamwork have played a significant role here. In addition, due consideration is given to the teachers' capacity development within available resources. In this category, since there is no training and support network from the education department side, as discussed in section 5.5.6, the school heads have taken the initiative by building a collaborative network in the schools, and junior teachers are assisted in every possible way by senior teachers; for instance, a senior teacher's guidance to a junior teacher to watch a YouTube video on grammar. These findings indicate that, in their day-to-day practice, these school leaders ensure a good performance by adopting a professional approach that seeks the development of teachers' capacities within the available resources and is based on caring, respect, support and shared responsibility (Kim, 2022).

These findings are directly in line with the study of Ovando and Ramirez (2007), who found that in the 'recognised or exemplary schools' in Texas, leaders were engaged in actions setting clear expectations at the beginning of the year, monitoring and inspections through unannounced walk-through observations and planned activities to arrive at an accurate picture of their performance and providing professional development opportunities tailored to their needs. Within education research, such

leadership actions, as discussed above, are primarily associated with instructional leadership (Myende et al., 2021; Ovando and Ramirez, 2007). This study therefore confirms the existing literature that these instructional leadership practices of school heads helped in the creation of a 'performance culture' which is significant in causing schoolteachers to value the process and take responsibility for performance.

In addition, the school leaders remained actively engaged with the teachers and sought their opinion on school-related decisions and academic planning. These findings support earlier research that suggests that a principal's democratic leadership style positively impacts teachers' work performance, primarily because it creates a friendly and collaborative working atmosphere in a school that influences teachers' job performance (Kiboss and Jemiryott, 2014; Imhangbe et al., 2018). It allows for more freedom and participation of teachers in school leadership roles that help in addressing teachers' challenges and concerns in a timely manner (Imhangbe et al., 2018).

However, both school leaders have not been limited to consultations with teachers about school matters but have distributed authority to competent teachers to carry out various tasks. For instance, school A has formally delegated authority to senior teachers to regularly evaluate and report on teachers' performance. In school B, the head of the school informally delegates this authority to teachers on a need's basis. Within the context of Pakistan, this research supports the study findings of Rizvi (2008), who explored the role of leadership in the successful implementation of 2002 reforms in primary schools in Sindh province. Their findings indicated that, for successful implementation of reforms, the head had shifted from a top-to-down leadership approach as commonly practised in Pakistani public schools to a distributed model. These specific leadership styles in these schools included '*participative planning*' followed by '*autocratic monitoring practices*' so that teachers accepted the school-level evaluation practices as they had coherent goals and believed they would achieve them (Heystek and Emekako, 2020). These results corroborate the findings of a great deal of the previous work that has reported a significant relationship between school head leadership styles and teachers' job

performance that, in turn, determines student achievement (Kiboss and Jemiryott, 2014; Bush, 2021; Nurabadi et al., 2021).

In addition to their participative style, these headteachers always appreciate the teachers; they acknowledge the contribution of every teacher, the *“head acknowledges each and every individual”* (T3) and motivate them to achieve a higher performance, as expressed by SM2: *“I do tell them that, if you work hard, then everything is possible”*. These are consistent with the findings of Tuytens and Devos (2013); they found that the headteachers do not take their teachers for granted. Instead, they recognise the importance of motivating and thanking them in secondary schools where performance evaluation was perceived as positive in Flanders. The 'motivation from school leader' could be argued as a more critical factor for bringing performance improvement since all the other elements (the lack of fair rewards, the teachers' professional development, and the availability of school resources) are a potential deterring motivational factor. The study of Nadim and Chaudhry (2012) noted the importance of motivation factors in public education institutions in Pakistan by highlighting that motivation plays a pivotal role in increasing the teachers' performance as it enhances their job satisfaction level. These specific leadership styles in addition to their personal characteristics and moral values, which will be discussed in detail in the following theme, have inspired teachers to strive for improvement and perform better.

Within the corpus of data, there was also reference to leadership capabilities of understanding the context and therefore adopting context-specific approaches to leadership based on religiosity, which will be discussed in the following section, 5.6, that these school principals are engaged in and that influence the teachers' job performance and help create a conducive environment for carrying out these self-designed PM practices in the case schools. In sum, this theme therefore confirms the existing studies that leadership is fundamental to effective implementation of accountability and performance reforms in schools, and that school leaders' understanding, interpretation and response to contextual realities has an important role in shaping the context-specific leadership practices that can drive performance.

The discussion so far has reflected on the pivotal role of leadership in enhancing school performance by adopting school-based approaches to PM and creating an enabling environment for their implementation through various strategies. Instructional leadership is visible in setting the performance goals, communicating the performance expectations, observing performance, providing timely feedback and using performance information for improvement (Myende et al., 2021). However, at the same time, these leaders also show care and respect for their teachers and involve them in school-related decisions to keep them motivated for a better performance. These characteristics have enabled the school leaders to drive performance despite contextual challenges in the form of lack of authority and resources, and students from poor socio-economic backgrounds. As according to Tran (2022), teachers are more engaged when there is respect, trust, and collaboration among colleagues, particularly in high-poverty school. These findings indicate that acceptable standards of performance in secondary schools in KPK can be achieved when school leadership adopt such leadership characteristics as identified by participants in this study. It can be achieved as the head redefine PM as a helpful internal process and provides the necessary support structures to ensure its success (Goh et al., 2015). However, since this research was a single case study with two units of analysis, there is a need for a large follow-up study which may confirm these leadership practices and their influence on school performance in KPK secondary schools.

The following section discusses the influence of religiosity and morality on PM in schools.

5.7 Research Objective 6: The Potential Influence of Religion as a Contextual Factor affecting Performance Management

5.7.1 Self-Responsibility, Morality and Religiosity

Theme 4.7 of the study concluded that teachers and staff working in the government sector secondary education generally lack commitment, motivation and moral responsibility to perform their jobs in the expected manner. This is owing to 'Job security' in public sector jobs in Pakistan, as, once a candidate acquires a job in the government sector, they become confident that no one can remove them, even if their performance is terrible, and hence they become lazy. As such these findings contradict the widespread assumption in the broader literature that job security enhances employee performance (Ahmad and Allen, 2015; Khalid et al., 2011). However, similar findings are reported by Raza and Nawaz (2011), who, in the context of Pakistan, show that employees in the Pakistani public sector do not perform to their full potential due to job security and the lack of fear of being fired in the event of poor performance. Therefore, the explanation for this negative relationship between job security and performance in the KPK schools could also be the concomitant lack of an adequate accountability mechanism, as supported by the findings of two sub-themes (4.3.4, PER and 4.5.4, the need for fair rewards and punishments) that the current practices do not assess and hold teachers accountable for their individual performance. This was elaborated on by DO2: *"A kind of mechanism is needed [so] that we can take action against those whose performance is not good"*. Consequently, since *"there is no motivation for good performing teachers"* (T3), their level of interest and commitment goes down.

This research argued that, within this background, although PM creates external fear regarding performance on some indicators, this is not sufficient. This is because, although the existence of the PSC has improved teachers' attendance due to this external accountability for attendance, it cannot guarantee that these teachers are actively engaged in teaching inside the classroom. The research suggests that

desirable outcomes could be achieved by instilling an inner sense of responsibility in people working in the secondary school department.

Against this background, a prominent finding of the analysis was the reference to the positive influence of religious aspects (in this case, Islamic faith perspectives and teaching) on individual employee performance through the creation of a 'sense of internal accountability'. This was evidenced by participants' references to various Islamic beliefs and practices as they talked about the creation of 'inner motivation and responsibility' for performance. This kind of "internal accountability" is based on professional ethics and moral principles that educators adhere to in relation to their work practices (Kim and Yun, 2019 p.8).

The use of religious appeals to encourage compliance was also reported by Coetsee (2022). According to Coetsee, such appeals can be based on faith-based beliefs and practices, by referring to historical religious figures and behaviours that believers might be inspired to emulate, or by general moral principles. In this study, there was evidence of several similar religious measures that participants believed could encourage employees to perform better. For instance, incorporating religious training based on Islamic principles and values into the existing PM framework (PSC) would intrinsically motivate employees in terms of performance. Similarly, while articulating the connection between religiosity and performance, participants referred to examples of religious figures such as the life of the Prophet and his Companions, to various religious beliefs, including the principles of accountability to Allah, deceit as a sin, punishment and the Day of Judgement, the concept of halal earnings, and to general moral principles such as honesty in professional duties and teachings as a sacred profession. These are discussed in detail below.

It has been argued that, in the general context of lack of moral accountability for public sector jobs, PM would only work if an "*internal motivation and commitment*" (SO2) and "*inner sense of responsibility*" (T3) for performance are created among employees working in secondary education. The theme suggested that appeals to Islamic principles such as 'Halal earnings' (translated as earnings that are permissible according to Islamic law), 'honesty' and 'responsibility to Allah on the Day of Judgement' can create this intrinsic sense of responsibility in teachers to enhance

their performance. In the literature, when linking the above Islamic values to job performance, these findings can be related to the concept of 'Amanah', which literally translates as fulfilling or maintaining trust, which is the ability to meet the expectations of the person who trusts. In the workplace, this value of Amanah has been summarised as the moral responsibility to perform one's obligations and act responsibly in one's job-related duties (Aldulaimi, 2016). Al-Amanah means to do one's job or duty with heart and full responsibility and commitment so that results are better than expected. It develops when the behaviour is intrinsically motivated, deliberate and consistently displayed (Herijanto, 2022).

The research indicated that Al-Amanah, or the sense of moral responsibility, can be earned through the creation of a 'fear of God' or 'fear of accountability on the Day of Judgement' during professional duties. According to SM2, *"I have told my teachers: 'Do not consider me your boss, our boss is Allah.... You are not accountable to me; you are responsible to Allah'"*. Similarly, according to T9, *".....and for this cheating, we will receive the punishment, if not here, for sure in the hereafter"*. As mentioned in the literature section 2.7.3, the link between 'accountability towards Allah' and fear of punishment and job performance is explained by appealing to the basic Islamic terminology of 'Taqwa', translated as 'fear of Allah. 'Taqwa' has been defined as "to worship Allah and hope for his rewards and avoid wrongdoing for fear of Allah's heavy punishment. It is about individual inner consciousness in the existence of God" (Ab. Wahab and Masron, 2020, p.183). This also accords with the 'ideological dimension' of Glock and Stark's definition of religiosity, as mentioned in section 2.7.1. It is the degree to which people embrace the dogmas of their religion, such as those pertaining to God, angels, heaven, and hell (Wening and Choerudin, 2015). Appeals to the belief on the day of Judgement develop the inner fear that any negligence during work is cheating and a sin in Islamic ideology, for which individuals will be held accountable in the afterlife. The realisation of this connection inwardly motivates the individual to improve their performance by working honestly.

From across the interviews, there was also an indication of the influence of halal earnings and the resultant inner satisfaction on job performance. For instance, several participants identified these as significant determinants for them to work

honestly and enthusiastically. Alternatively, for other participants, teaching is a sacred profession as it was followed by the Prophet, so teaching honestly means additional rewards in the afterlife. The finding reflects that linking teaching to the prophet's profession has helped teachers realise the meaning, purpose and importance of their profession and inspired them to work with dedication.

Similarly, the theme has also evidenced the influence of Islamic religiosity on teachers during examination duties. These participants believed that assisting students during exam conditions is cheating and that cheating is a sin in their religion. Moreover, the cheater will be punished in the hereafter; therefore, they have tended to avoid facilitating students through various means in board examinations, the results of which are counted as the reflection of school performance in the Performance Score Card, as shown in Figure 4.2. Likewise, they have refused invitations to carry out exam duties as they knew they would not be able to maintain fairness. For instance, this is relatable to a religious tradition of the Islamic prophet that "He who cheats is not of us, deceitfulness and fraud are the things that lead one to Hell" (Aldulaimi, 2016, p.65). Similarly, according to Bloodgood et al. (2007), religious training can influence behaviour by offering a framework for distinguishing right from wrong. Their study presented a similar finding that undergraduate students who attended religious services more frequently were less likely to cheat than those who did not. On Glock and Stark's definition, it is associated with the intellectual dimension of religiosity that describes a person's awareness of the teaching of their religion.

In participants' personal stories about the influence of religiosity on attitude towards work, there was a suggestion about emphasising the inclusion of training based on these Islamic work-related values and principles in current practices that could inwardly motivate teachers to take their jobs as an inner responsibility and strive to achieve a good performance. This study finding thus supports the work of Zahrah et al. (2016), who, while indicating the positive influence of Islamic religiosity on job performance in administrative employees of higher education institutions in Northern Malaysia, suggested the arrangement of formal and informal training to inform employees about Islamic work ethics.

As mentioned in the literature review, several scholars have explained the potential influence of religious orientation on individual behaviours, people's personalities and moral character (Hage and Posner, 2015; Walker, 2003), and on individual work-related attitudes, behaviour and job performance (Darto et al., 2015; Osman-Gani et al., 2010; Wartenweiler, 2022) in different sectors. This contributed to the under-researched area of the influence of religiosity on employee performance (Hage and Posner, 2015; Kissi et al., 2020), and added to the existing literature on religiosity by exploring its influence on performance in secondary schools in KPK.

5.7.2 Religiosity, Morality and Leadership for Performance

The theme also indicated that both school principals often created a narrative around the religious grounds and moral values to motivate teachers' performance. They idealised their influence on teachers through the narration of Islamic principles and stories around the concepts of halal/harams, right and wrong, accountability and honesty to create an inner feeling in teachers to enhance their performance. For example, *"Please do work hard if I am around or not... Do work with honesty; you are not accountable to me; you are accountable to Allah; you will be asked about it"* (SM2). This highlights that the school leader appealed to the teachers to deliver an acceptable performance by referring back again to the fundamental principle of 'work as Amanah', as discussed in previous section 5.7.1. Muslim employees are expected to work conscientiously, believing that Allah continuously watches their actions. They must treat their work as Amanah, which implies they must be honest, trustworthy and accountable (Nik Ab. Rahman et al., 2013; Zahrah et al., 2016). If an individual fails to fulfil their duty or Amanah or betray it, they are betraying Allah and His Messenger (Herijanto, 2022). Similar findings were also reported in schools in deprived areas in Nigeria: the school principal utilised Christian values to motivate teachers to work by stating that, whether the inspector is around or not, God is always present there, and by citing the Bible, which states that, "God is an adequate rewarder" (Myende et al., 2021, p.12). Similarly, at another point, the head encourages the teachers to excel in their work to obtain the reward of worshipping

God. The findings align with that of Mzenzi (2022), who found that teachers' commitment to teaching in Muslim secondary schools in Tanzania was motivated by the belief in divine rewards on the Day of Judgment. Similarly, it may also link to the Prophet's (SAW) saying about honesty and quality in work: "God loves a person who learns precisely how to perform his job and does it right" (Aldulaimi, 2016 p.63; Herijanto, 2022). These findings indicate the school heads have integrated 'religious values' into practising leadership.

Furthermore, the findings illustrated how the usage of the religiosity factor enabled the school head to enhance the performance on access indicators. The school was previously categorised as a "poor-performing school" with low enrolment and high teacher absenteeism, and the officers appointed the principal, stating, *"This is a challenge for you as a principal"*, as highlighted in section 3.5.5 of the thesis. While accepting the challenge, the school head had successfully employed the "religiosity" factor to raise the local community's interest in sending their children to school, regularise the teachers and enhance their interest in the school's performance. Since these public schools also serve students from lower socio-economic backgrounds, their heads had adopted novel context-specific strategies based on religiosity to cope with these challenges and manage their school's performance. For instance, school B's head made announcements in the mosque to convince parents in the locality to send their children to school, and school A's head arranged 'Zakat collection' to ensure that the deprived children were provided with the essential learning materials like school uniforms and notebooks. Similarly, starting to teach the Quran translation in the schools reflects their ability to respond to local contextual realities and consider the community's aspirations. These strategies of the 'ritualistic dimension' of Glock and Stark's definition of religiosity have helped the head of the challenging school enhance school performance on access indicators as the community started sending their children to school. According to Coetsee (2022), these findings are not surprising, as, in developing and low-income countries, an appeal to religious commitment may be more influential and trustable as individuals usually look to their religious traditions for moral guidance.

These findings also advance the work of researchers who have argued that school performance within deprived contexts can be successfully enhanced by school leaders who recognise the influence of the contextual challenges on schools' performance (Myende et al., 2021) and adopt context-specific leadership practices (Bhengu and Myende, 2016) that drive performance despite the challenges. This supports the argument in the literature that leadership for change in schools in impoverished contexts should emphasise on leader ability to understand what works in a given situation rather than compliance (Bhengu and Myende, 2016), and that effective leaders are aware of their school and community's needs (Harris, 2020). In this case, since these leaders understand the community's aspirations, they have, therefore, used religious appeals as a strategy to enhance their performance by inspiring both teachers and the local community.

In addition to the religious factors, there were references to these heads' moral behaviours and beliefs. For instance, treating everyone equally and with respect, maintaining a friendly and caring relationship with teachers, and not being judgmental about individual teachers' performances in the monthly meetings are some of the moral behaviours that have enabled these leaders to exercise their influence on teachers to enhance their performance.

This study showed that, within these schools, the leaders are flexible and 'soft' in their approach. They have created a high-performance culture in their school but at the same time are considerate towards understanding the teachers' genuine problems. From the teachers' perspectives, effective implementation of PM requires that leaders have a moderate style.

These moral qualities of school leaders have encouraged the development of a friendly environment in these schools, which has helped in the involvement of teachers in school improvement strategies and motivated them to enhance their performance in situations of limited resources. They have maintained friendly relationships with teachers and are caring and considerate towards teachers' concerns, which has a positive influence on the teachers' performance. In addition,

while their commitment to their schools does not allow them to accept any negligence from teachers, they understand the need for self-respect and hence have never pointed out teachers' weak performance in group meetings. Instead, in the case of poor performance, as reported in the school-based evaluations, these heads call the teachers individually. These findings thus reflect those of Heystek (2022), who also found that school leaders in challenging socio-economic contexts can improve the school's academic performance by adopting a people-oriented approach to leadership and maintaining solid relationships with their followers. The 'people-oriented approach' is a stimulus to achieve the goals when the heads do not have many facilities or funding to improve the schools' physical conditions (Heystek, 2022). This people-oriented approach benefited the leaders in developing teachers' trust and obtaining their cooperation in successfully carrying out performance-related activities in these schools.

In addition, involvement of teachers in annual school academic planning, as discussed in the previous theme, has enabled the relationship of trust between teachers and principals to flourish and enhanced teachers' commitment and motivation, which improves their performance in achieving objectives according to the head's expectations despite the mismanagement issues, as discussed in section 5.5.8. This is because *"The teacher knows that she has been assigned [to] and trusted for the duties she liked the most"* (T1). These findings corroborate the work of Irs and Türk (2012): that teachers who are involved in school management decisions understand what is expected of them, know what their job goals are and are less resistant to performance evaluation. These findings align with the study of Heystek and Emekako (2020), who discovered the democratic leadership style to have generated a trusting relationship with staff members, which appears to have been inspirational and motivating for them to work extra hours.

By contextualising the leadership role in PM in secondary schools, the theme concluded that leaders who are approachable, kind, compassionate and who believe in the contribution of individual teachers to overall school performance are momentous in enhancing secondary schools' performance. This is directly consistent with the leadership practices reported by Moswela and Kgosidialwa (2017) for

enhancing school performance in Botswana. The findings of this research also hold particular relevance to the study of Heystek and Emekako (2020), which found that heads of challenging schools in South Africa with limited facilities and resources had successfully transformed such schools into best-performing schools by emphasising people, involving them in performance planning and focusing on developing their trust, all of which acted as catalysts for motivating teachers to improve their performance. These findings extend current studies and present contributions to policy as they have explored the context-specific performance-oriented practices of leadership in secondary schools in KPK.

5.8 Chapter Summary

To summarise, the study explored how stakeholders perceive and understand PM in secondary education in Pakistan's KPK province. The qualitative approach has provided insights into the practice of PM in schools and its influence in enabling a better education experience in KPK secondary schools. In addition, it has highlighted various contextual issues that hinder existing PM practices from reaching their full potential. This chapter has identified and discussed the five frequent themes from the research findings relevant to existing literature.

The first theme, 'the stakeholder's understanding of Performance Management', adds to the existing literature by providing insight into PM within schools in a developing country. This theme covered PM understanding, perceptions and purpose in the secondary schools and confirmed the current trends in the literature. The theme, however, extends the existing literature by providing a positive aspect of the accountability element in PM on access indicators for schools in challenging contexts. This theme also provided a detailed insight into existing PM practices in these two schools and confirmed the existing literature about some of Performance Management's negative and unintended consequences in schools, including narrowing down of curricula as the teachers adopt teaching to test strategies as a result of the implementation of performance-oriented reforms and the cheating practices in standardised examinations.

The next theme provides the positive influence of PM in secondary schools in KPK and confirms the current indigenous literature about the positive impact of PM practices on access indicators. However, it attributed the influence in improving teaching and learning in schools to schools' internal practices rather than to the Performance Score Card that the education department has developed for schools in KPK.

The following three themes, the 'influence of contextual factors on Performance Management', 'Self-responsibility, Morality and Religiosity', and the 'role of school

leadership', discussed the contextual factors encompassing PM within these two schools. These themes confirmed the existing literature about the influence of social, political and organisational factors on Performance Management. They highlighted various issues prevailing in secondary education that inhibited the Performance Score Card in achieving the established objectives.

Additionally, it explored the role of religion and leadership as contextual factors in the implementation of performance reforms. These themes added to existing knowledge by reporting the positive influence of school leadership and religiosity in enhancing schools' performance. These themes added to the scarce indigenous research about leadership in schools and presented a contextualised perspective of effective leadership practices that could enhance the performance of secondary schools in KPK.

The following chapter concludes the research by offering the research conclusion, highlighting its contributions to knowledge and practice, and presenting recommendations for PM policy based on the contextual model of PM that emerged from this research in secondary schools. The chapter will also recommend future research areas.

Chapter Six

Conclusion

6.1 Introduction

This research was intended to explore the stakeholders' perceptions of the newly implemented PM initiatives in secondary education in KPK province of Pakistan. The aim was to explore to whether the stakeholders perceive that PM is enabling a better education in secondary schools by tackling the persistent problems in the country's education sector since its independence in 1947. The uniqueness of the issues within the education sector in Pakistan makes the topic a more attractive one to research, particularly when no work has been carried out within Pakistan to explore the concept of PM in secondary education. Investigating the perspectives of those experiencing and implementing the initiative is central to understanding the whole process of PM (Isherwood et al., 2007).

This chapter will summarise the thesis findings to answer the research questions set out in the first chapter. The next section will discuss the contributions and implications of the findings for the education policy and future research by developing a contextual model of PM in these schools and putting it into the debate within existing literature. The following part will offer recommendations for existing PM policies based on this discussion. Finally, the chapter will be concluded by presenting the research limitations and suggesting areas for future research.

6.2 Summarising Findings, Answering the Research Questions

Based on the identified research problem and research gap, this study aimed to explore the key stakeholders' perspectives on PM in secondary schools in the KPK province of Pakistan, exploring how it is perceived as enabling a better educational experience in secondary schools in KPK. The exploration of the aim was guided by the following principal and sub- research questions.

Principal Research Question. To what extent is PM enabling a better educational experience in the Pakistani secondary school sector?

Research Question 1. How is PM accomplished in secondary schools in the KPK province of Pakistan?

Research Question 2. How is the PM phenomenon perceived by school leaders, teachers and other stakeholders?

Research Question 3. What is the role of the school leader in Performance Management, and how do they create an environment conducive to PM effectiveness in schools?

The above research questions were investigated using case study methodology within two secondary schools in KPK province as two units of analysis. The data was collected from relevant documents and through semi-structured interviews with 31 participants including school leaders, teachers and education officers. This section continues by summarising the findings and answering the research questions.

Research Question 1. How is Performance Management accomplished in secondary schools in the KPK province of Pakistan?

The first research question was set out develop an understanding of the actual process of PM in secondary schools in KPK, Pakistan, as it is experienced by the stakeholders involved. PM in these schools is accomplished through different parallel approaches. A uniform model called the Performance Score Card, which comprises

two key indicators of 'Access and Quality, in line with the country's national objectives for enhancing education, is equally applied to all the secondary schools in KPK province. The monitors of an independent authority called the EMA and district-level education officers are required to visit these schools every month to ensure their performance on indicators within the Performance Score Card. In the PSC, among the sub-indicators of the Quality objective, results of standardised annual examinations termed as Secondary School Certificate, SSC, or annual board examination, are currently used in practical term as the sole indicator of 'Quality' for assessing students' academic achievement (Ploom and Haldma, 2013; Ohemeng and McCall-Thomas, 2013). Further to the PSC, there exist simultaneous mechanisms of annual school inspections conducted by the secondary education department for managing schools' performance and Performance Evaluation reports for assessment of individual-level performance, as officials' tools that are equally applicable to all the secondary schools in the province of KPK. Alongside that, the participating schools in this research are independently adopting formal and informal PM practices depending on their needs and resources for managing their performance.

The findings of this study indicate the tension in mandatory PM practices (PSC, School inspections and PER) as they are applied to these schools, which also compromises their effectiveness in the attainment of the intended objectives. The education officials' visits and annual inspections do not occur regularly, as is required (Habib et al., 2020). If the officials do visit the schools, they limit their visit to the school offices only, rather than detailed observations of what is happening in the schools. The PER is limited to fulfilling a formality, where all the teachers are graded equally for their performance and, in reality, has no role in promotions or enhancement of teachers' capabilities.

Similarly, the study identified various problems in the practical implementation of the newly adopted PSC in schools which inhibit it in achieving the desired objectives. Firstly, there is an increased tendency to measure visible quantitative access indicators, while the indicators relating to quality of education that build up half of the scorecard are largely not apparent on the ground. All the efforts in PSC implementation are limited to monthly data collection and target achievement in

indicators responding to the national objective of ensuring access to education for children. For example, frequent performance data analysis occurs of teachers' and students' attendance and availability of basic facilities in the schools, etc. Among the 'Quality-related indicators', the 'board exam results' is the only functional sub-indicator on the ground, which participants in the study believed is problematic and misleading as it does not accurately reflect the school's performance and students' learning level (Ploom and Haldma, 2013). The findings indicated problems in the design and conduction of examination procedures of which reduce the overall quality of education in these schools rather than improving it. This is because it promotes rote learning, memorisation and utilisation of unfair techniques by schools, like assisting students in solving questions during exams for the realisation of higher performance on the indicator. Using the board examination results as the sole measure in the PSC for equally judging schools in terms of the provision of quality of education is also problematic as it does not account for differences among schools in terms of available resources and students' socio-economic backgrounds.

Secondly, in the 'access-level indicators' of the Performance Score Card, the focus is on collecting and analysing data quantitatively; for instance, attendance percentage or ticking yes/no in the app regarding the availability of physical facilities or parents' meetings, etc., in the schools. In contrast, there is no focus on the detailed aspects of the indicators in the scorecard during data collection. For instance, the number of teachers or students present in schools is counted; however, there is no mechanism to evaluate teachers' performance to ensure their active engagement in the class. Similarly, a school is superficially marked 'yes' on the indicator for learning facilities such as computers or science labs, even though these are missing in actuality because the computers are no longer functional or there are no learning materials in the science labs. The ignorance of qualitative aspects implies that the schools and districts are ranked higher on access indicators in the monthly performance analysis. However, on the ground, it does not contribute to enabling a better learning environment in schools. The research thus concludes that PM in secondary schools is only partially achieving the intended objectives as, in practice, it has become stagnant in quantitative data collection and monthly target achievements in access-

level indicators. PM on the whole has created a measurement rather than improvement culture.

Research Question 2. How is the Performance Management phenomenon perceived by school leaders, teachers and other stakeholders?

Despite the extensive broader literature about PM in schools, this thesis argued that the term is still elusive for researchers and is blurred in the context of Pakistani schools in particular, due to the scarcity of research exploring the practice and stakeholders' perceptions about the phenomenon. Our second research question, therefore, was intended to explore how PM is perceived by stakeholders in the secondary education sector in the KPK province of Pakistan. This is because, consistent with the literature, this study also demonstrated a diverse understanding of the concept of PM in the research context. A number of participants interpreted the term narrowly by limiting the whole process to monthly data collection on the Performance Score Card by EMA. Others defined it as a continuous process for managing their school's performance by highlighting its different phases, including 'planning, monitoring, feedback, achieving the objectives, and rewards and punishment etc. Similarly, this study also reconfirms the findings of many researchers about PM as perceived as a disciplining tool for making teachers accountable for their past performance (Naidu, 2012; Jacobsen and Saultz, 2015). However, it is also evident that the concept is perceived as a tool to support teachers' professional development as it identifies and fulfils teachers' needs, problems and weaknesses to enhance their future performance (Forrester, 2011; Moreland, 2009). Taking together, participants' perspectives of PM in this study are understood as:

a continuous process that involves activities of monitoring, measuring, analysing, and developing individuals' performance to achieve broader organisational goals and objectives. It comprises elements of measuring past performance for disciplining poor performance and an element of support and development for improving future performance.

Contrary to differences in understanding of the concept of PM, the research reports unanimity in responses about the reasons behind its implementation in KPK schools. PM is introduced as a check and balance system to tackle the issues relating to teachers' absence, proxy teachers and ghost schools. It is introduced as an accountability system for schools to enhance the persistent poor education quality by regularising teachers and making them responsible for their performance. PM is thus “a means of control and a tool of bureaucratic surveillance” (Naidu, 2012, p.12).

Overall, the findings indicate positive perceptions about the initiation of PM in secondary schools, and there is general recognition of its need in the schools. As opposed to prevalent literature (Ball, 2003; Gleeson and Husband, 2003; Keddle, 2014), this study provides evidence of the ‘appreciative comments’ for the accountability element of PM in schools and reports the teachers’ welcoming attitude and acceptance of the process.

Regarding the actual influence, to date, the process has produced favourable results in access-related indicators as compared to the past. It has resulted in the enhancement of teachers' and students’ attendance in schools and has tackled the issues of proxy teachers and ghost schools. This influence was associated with the EMA's surprise visits to schools that ensure accountability on these indicators in the PSC. Additionally, the monthly ranking on these indicators creates a competition for schools and districts to score higher on these access indicators. The research, therefore, added to existing knowledge by stating the positive influence of the accountability element in school PM on access indicators in KPK schools. However, there is no evidence of the influence of these existing external PM practices on enhancing students’ learning or teachers’ professional development. The study, therefore, could not identify any positive influence of the initiative on enhancing teachers’ performance as, in practical implementation, it neglects the developmental aspects characterised under the Quality indicators of the Performance Score Card. The PSC has only moved halfway towards ensuring accountability for performance in terms of national educational goals of access in the KPK secondary schools.

As opposed to perceptions about practicalities of external PM, the findings present the respondents' favourable perceptions about the internal PM practices that these school heads have independently adopted for managing their teachers' and school's performance. These non-mandatory internal tools are beneficial as they involve evaluative formal and informal practices for teacher evaluation, followed by feedback to the teachers on their teaching inside the class. By adopting these school-level practices, the school heads enhance their teachers' performance by creating a collaborative and supportive system within the schools. However, the support system created as a result of these internal practices is also insufficient in bringing about the desired improvement in quality, as it is limited only to the school-level resources and does not coordinate with quality indicators in the external PSC. This is because these evaluative practices are adopted by school heads at their discretion and are not officially recognised. Their outcomes have, therefore, no role in the promotion or arrangement of specialised support courses/workshops directed towards the professional development of the teachers according to their needs. The study, however, maintained that the schools' internal mechanisms are good ways of evaluating and enhancing individual teachers' performance.

Overall, the findings indicated the positive perceptions of the stakeholders about the initiation of PM in secondary schools. They did underline various issues in its implementation in these schools, as discussed under research question 2 above, and highlighted various contextual factors acting as barriers to the efficacy of PM at a different level in secondary education. The influence of the contextual factors on the effectiveness of the process as perceived by the stakeholders is discussed in section 6.3.

Research Question 3. What is the role of the school leader in Performance Management, and how do they create an environment conducive to PM effectiveness in schools?

The study acknowledges and supports the earlier research about the crucial role of school leadership in the effectiveness of PM at the school level (Isherwood et al., 2007; O’Pry and Schumacher, 2012). Within this research context, although the heads are not officially obliged to adopt PM approaches in their schools, they have naturally been engaged in following these evaluative practices for managing their school and teachers' performance. School A adopts a more formal approach which involves regular evaluation and assessment of teachers' performance inside the class. The school B approach involves learning walks (Page, 2016a), informal lessons observations or the head's strategy of indirectly asking students about the teachers' performance. Despite their differences in approaches, these leaders establish clear performance expectations and regularly communicate with their teachers about the achievement of expected performance. Effective implementation of PM in these schools thus depends on the willingness, abilities and value these heads give to the process. These heads have not just designed the practice in their schools but have generated teachers' interest in it through different strategies. For example, they have created a 'Performance Culture' in their schools by valuing the process as they emphasise its regular conduction to ensure teachers' evaluation and its benefit for the schools. However, rather than using the resultant performance information for criticising teachers, the heads use it for productive feedback to teachers to ensure their improvement in teaching practice. The performance information created as a result of these internal evaluative activities is also shared with education officers during their school visits. The outcome of this approach is that teachers started valuing the process and perceiving it as a supportive tool for their development rather than a punitive tool used to identify their weaknesses. The findings thus evidence practices of 'instructional leadership' (Ovando and Ramirez, 2007; Myende et al., 2021) for the creation of a 'performance culture' that causes teachers to value the process and accept responsibility for their performance.

In addition to following an instructional leadership style, the heads' characteristics play a pivotal role in accomplishing the process and gaining teachers' confidence. These heads' friendly and approachable nature in enquiring about teachers' perspectives in different phases of PM implementation is paramount. To practically conduct the process, they have distributed authority to senior teachers to evaluate junior teachers' performance. Following the evaluation, the teachers are provided with an opportunity for self-reflection. They are encouraged to share their concerns and problems with their head, those they think negatively influence their abilities in attaining the expected performance. These personal characteristics help create a 'favourable environment' in which the teachers believe that the head is genuinely interested in understanding and solving their issues, making them feel valued and motivating them for performance improvement. The schoolteachers thus viewed these internal school evaluations as tools for 'assisting teachers' rather than being punitive.

Following a teacher's assessment, the head attempts to address the identified issues and weaknesses. For instance, 'collaborative networks' are created where the senior teachers assist the junior teachers in overcoming their weaknesses. However, since the school-level PM practices are individualistically adopted by heads, with no link to external PSC or the secondary education department. The 'support' in this case is thus usually limited to oral feedback and guidance within the school-level available resources, which the teachers believe is insufficient in cases where advanced professional support is needed.

The heads of both schools believe in teamwork and participation from teachers in school matters. They have shared responsibilities with teachers for carrying out various tasks and regularly seek their teachers' opinions on school-related decisions and academic planning. This presents a shift from the 'top-down' leadership approach which is common in Pakistani schools (Khan et al., 2009). These heads inspire individual teachers by regularly appreciating them and valuing their contribution to school improvement. This is significantly important for motivating their teachers' performance in the case study schools since there is no external

source of motivation in the form of performance-based rewards or professional support.

The research also identified these leaders adopting moral values and other context-specific strategies for enhancing teacher and school performance. For instance, while understanding the context demands, these heads have utilised ideological and ritualistic dimensions of religiosity to idealise their influence on teachers and parents and improve their school's performance. To create an inner sense of job responsibility in teachers and inwardly motivate them towards achieving a better performance, the school heads consistently narrate storeys around Islamic religious principles such as the concept of halal/haram, honesty, and accountability to Allah. Similarly, to enhance school performance on the access indicator of 'students' attendance', these heads have successfully utilised the 'religiosity factor' by appealing to parents to send their children to school. For instance, one head started teaching the Quran by translation to the students, as she realised the community wanted their children to learn the Quran.' In addition, they have used it to encourage teachers and people in their close circle to help under-privileged students in their schools by spending their 'Zakat' (The practice of annual donation of a predetermined percentage of one's wealth to charity. In the Islamic faith, it is mandatory worship for individuals whose wealth exceeds a specific limit) on buying uniforms and other necessities for them.

Alongside religiosity, the research identifies the heads' moral values and beliefs influencing the performance of their teachers and schools. For instance, these heads have adopted a relationship-oriented approach for maintaining friendly relationships with all the teachers based on care, respect and fairness. The heads understand teachers' self-respect and therefore are not judgmental of their performance in staff meetings; instead, they call them individually in case of poor performance. They have developed 'trustable relationships' with teachers by being considerate of the genuine problems influencing their performance in school and respecting their choices in assigning school duties. This relationship of 'trust' helps the headteacher successfully carry out PM related activities in the school as it enhances teachers' commitment and motivates them to work according to the headteacher's expectations despite the

lack of adequate resources. The holistic understanding of these leadership practices thus indicates that performance accountability in these schools is enacted through collaboration, support, trust and shared responsibility (Kim, 2022).

By answering research question 3, this study highlights the pivotal role of school leaders in enhancing school performance by contextualising their leadership practices in secondary schools in Pakistan. Based on these findings, section 6.3.2 will offer policy recommendations about the pivotal role of leadership in attaining the intended goals at the school level through carrying out PM practices at the school level in secondary schools in KPK.

6.3. Contextualising Performance Management

The participants in this study had positive attitudes towards and perceptions about PM; they acknowledged the need for PM in these schools. There was a general agreement that it is a much-needed initiative to enhance the deteriorating situation of secondary education. In in-depth analysis, however, the study identified that in the practice of PM all the weightage is on measuring and analysing quantitative performance data around access indicators. In contrast, the quality indicators in the scorecard are neglected. The outcome is that currently, the Performance Score Card is constrained to a routinised practice of making schools accountable for target achievements on visible quantitative indicators rather than using the information for bringing about the necessary improvement. The developmental aspect of PM has wholly neglected to focus on developing capacities which would ensure quality education in these schools, which has been cited as a persistent problem in schools in Pakistan. It has become a continuous source of surveillance on schools and education officers to ensure students' and teachers' attendance and the superficial availability of physical resources.

The deeper analysis highlights various contextual issues that inhibit the Performance Score Card in reaching its full potential as it influences performance at individual, school and department levels. Therefore, the following section attempts to generate a contextual model of PM based on the study's findings to elucidate how the

intended objectives of enhancing performance in terms of both access and quality could be achieved.

The contextualised perspective of PM is vital as paying attention to the significance of the contextual conditions is crucial in determining its effectiveness (Goh, 2012; Bhengu and Myende, 2016; González-Falcón et al., 2019; Myende et al., 2021), as discussed in the literature review. PM systems are underperforming due to a lack of awareness of the social context they are implemented in (Levy and Williams, 2004 as cited in Haines and St-Onge, 2012). For PM to motivate employees towards a better performance, they must believe that they can attain the goals set for them; in this case, one defining aspect is whether they feel they have adequate influence over the contextual factors (Heystek, 2015).

This contextual model is developed from the perspectives of the participants of this research, including educational officers, headteachers, teachers and EMA members, those responsible for implementing PM in schools and experiencing it daily.

Although the study was a single case study designed with limited scope to be generalised, the model will be placed in the backdrop of existing research for discussion and validation. This practice will specify where this model aligns with existing theory and research and will identify what unique characteristics to consider ensuring the effectiveness of PM in secondary education in Khyber Pakhtun Khwa province. Moreover, the views of education officers, school leaders and some senior teachers in this study who have working experience in various schools across the province reflected that these contextual issues are common across the centralised education system in Khyber Pakhtun Khwa. Based on this contextual model, the next section will present recommendations for PM in these schools.

6.3.1 The Contextual Model of PM in KPK Secondary Schools

The factors influencing the effectiveness of PM in this study can be categorised into external and internal factors, as shown in Figure 6.1. The inner-level factors are further classified into factors influencing performance in the secondary education sector at the individual level, organisation/school level, and departmental or system level. The external factors include all forces outside the public sector, in this case, outside the secondary education department, which can affect PM (Hawke, 2012). These are identified as the political, cultural, socioeconomic and religious factors. However, all these factors are dynamic as they interact with and influence each other in determining PM effectiveness.

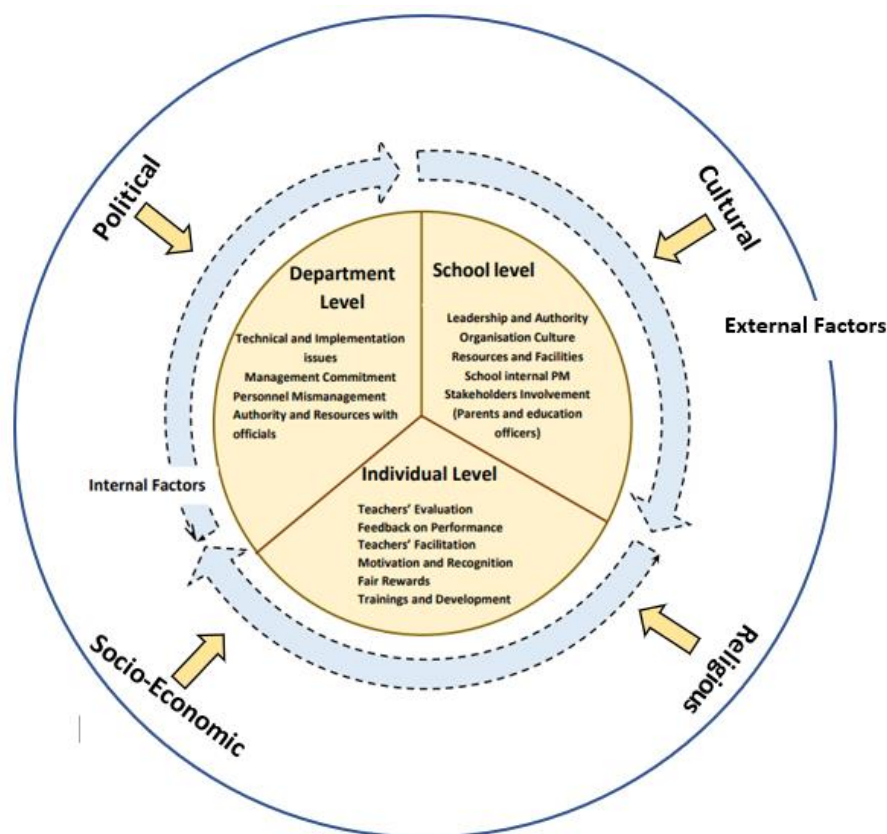


Figure 6.1: The Contextual Model of PM in KPK Secondary Schools

Source: Developed by the author

6.3.1.1 The Influence of Internal Contextual Factors

Figure 6.1 identifies three interrelated factors residing at individual, school and department levels in the secondary education department influencing the effectiveness of PM in these schools.

A) Individual-level Factors

At the individual level, the model comprises the factors influencing the performance of individual teachers and heads in the schools and education officers at the district level. At the individual level, these participants had positive perceptions and a welcoming attitude towards PM in the education department. However, while they appreciate the positive effects of PM so far, there was a general belief that it is insufficient to bring about the intended improvement.

Throughout the data, there was a sense that participants at the school level want something more from the PM, which they believe is lacking in the existing practices. From their perspectives, to achieve the desired quality-related objectives, PM must ensure an element of teacher support, facilitation and professional development. Presently, the schoolteachers are not facilitated; they are overburdened with teaching crowded classes in 45 minutes, which they believe is not realistic. There is no formal and regular evaluation for actual in-the-class teaching or a feedback mechanism for teachers' performance, nor is there any consideration of the continuous professional development that enhances teachers' job skills according to the changing courses. The existing activities follow an accountability model of PM, concentrated only on ensuring teachers' presence in the schools. In contrast, it neglects the developmental aspect as there is a lack of associated practices for enhancing individual teachers' performance. The participants in the study thus felt the need for formal evaluation of actual teaching inside the class, regular feedback on performance, the arrangement of follow-up training and development opportunities for performance enhancement of individual teachers, and the accurate evaluation of resultant improvement in quality of learning.

In addition, there is a lack of proper rewards and punishment systems for teachers and leaders in the current system. All the teachers are smoothly promoted based on service length rather than performance. Consequently, there is no motivation for teachers and leaders to focus on continuous improvement in performance. This issue of motivation is particularly critical for newly appointed qualified teachers as they do not see any incentives or recognition in the existing mechanism. From their perspectives, the essential needs of teachers' facilitation, motivation and development directly relating to improvement in performance are overlooked in the current PM practice in the schools.

Within the literature, these factors are debated under HR practices that drive individual performance and thereby improve organisation performance (Rusu et al., 2016; Asif and Rathore, 2021). HRM practices and PM clearly have a relationship. A PM approach entails aligning HRM practices to maximise present and future employee performance, which affects organisational performance (Hartog et al., 2004; Gruman and Saks, 2011; Tran, 2022). The HRM practices of individual evaluations and professional development serve as intrinsic motivators for employees and are positively associated with organisation performance. In addition, these practices enhance employees' trust that their organisation will support them in reaching the expected goals (Giauque et al., 2013). Employee motivation is essential in the PM process as it influences individual performance improvement (Rusu et al., 2016). Rusu et al. (2016) further explain that motivation will be higher if employees perceive a strong association between results and favourable performance ratings and a strong link between performance evaluation and rewards.

At the individual level, for school leaders, the issue of authority is vital as, in a practical sense, the school heads lack the power to make decisions that fit their unique situations. Instead, they act as administrators or agents to ensure that rules from the districts and provincial officials are strictly followed in the schools. Even though, in some cases, they believe in presenting their input and independently taking the decisions that suit their particular needs, they cannot. The lack of authority with the school head appeared as the major source of dissatisfaction, particularly for the head of school B. Within the literature, the effectiveness of PM is associated with

the management authority and capacity to utilise performance information to improve performance (Moynihan, 2008). Similarly, as also stressed by Muriel and Smith (2011), for PM to yield positive outcomes in schools, the schools must have two things: 1) the authority to make decisions that affect performance measures and 2) the knowledge to make good rather than bad decisions. Yet, in this aspect, another factor identified to influence the performance at the individual level is the lack of management training for school leaders and education officers. These prime stakeholders responsible for school performance stressed the need to develop their professional capacity to manage school and district performance. However, there is no consideration of their training needs to develop their management and leadership capacities.

So far, the factors influencing the performance of individuals working in secondary education, including education officers, school leaders and teachers, have been discussed. Paying attention to these factors is essential as performance is obtained from the people within the organisation. Any investment in developing a performance system is useless if the people are not managed effectively (Minculete and Olar, 2015). The contextual factors that influence PM at the school level follow.

B) School-level Factors

As depicted, the school-level factors influencing performance are leadership, school culture, available resources and facilities, schools' internal performance systems, and involvement of parents and educational officers in school matters.

As established in the literature, likewise, the participants in this study underscored the vital role of school leadership in enhancing school performance (Andrews et al., 2006; Constantinides, 2022). The most cost-effective way to improve a public sector organisation's performance is to develop and provide the needed leadership that influences performance by motivating individual employees and fulfilling their nonmaterial and psychological needs (Asif and Rathore, 2021), and creating a performance culture within the schools.

This study's evidence suggests that aspects of school culture are the second contextual factor that influences performance at the school level. Certain

researchers (Mujeeb and Shakil Ahmad, 2011; Moynihan, 2004; Haines and St-Onge, 2012; Cunha et al., 2018) have identified the active role of organisational culture in PM. To effectively utilise PM, organisations need to develop a solid evaluative and supportive culture that characterises learning from feedback and performance results to improve performance (Goh, 2012). For PM approaches to be accepted and recognised within organisations, it is critical to create the needed ideological culture (Cunha et al., 2018). A strong and positive culture can drive an average employee to perform well and achieve great things. In contrast, a negative and weak culture can demotivate exceptional employees, causing them to underperform and achieve nothing (Mujeeb and Shakil Ahmad, 2011; Tran, 2022). As evidenced in the findings, organisations with a group culture that emphasises employee development and participation, foster commitment and more fulfilling work through human resource development (Haines and St-Onge, 2012). The quality of relationships between employees and managers is crucial, “If seen as a punitive tool hierarchically imposed, PM is just another instrument of exploitation and oppression” (Fletcher, 2001 cited in Cunha et al., 2018, p.676).

The participants at the school level also demand an inclusive approach to PM that involves active participation from parents in the process alongside schoolteachers and a total commitment from the district education officers. Important here is the ‘involvement of parents’ in PM by making them, alongside teachers and school head, responsible for their children’s academic performance. Stakeholders’ involvement in the process is a prerequisite for PM success and effectiveness (Goh, 2012). Some Researchers (Ploom and Haldma, 2012; Sarrico et al., 2012; Nasir et al., 2013) have stressed the need for parental participation in school PM. Similarly, the lack of commitment from education officials is another factor influencing the effectiveness of PM in these schools. The education officers lack commitment to PM as they do not regularly visit the schools; if they do visit, the focus is only on quantitative indicators in the Performance Score Card. They do not evaluate individual teachers’ performance inside the class. Within the literature, a number of researchers (; Hartog et al., 2004; Cunha et al., 2018; Teeroovengadum et al., 2019) have identified the commitment from officials/managers as a critical component for PM effectiveness in

the public sector. An organisation can have sophisticated PM tools, but whether these tools have a real effect is dependent on how well managers implement them. For instance, if the managers focus solely on some criteria in PM, the organisation will not be able to put policy into effect (Gratton and Truss, 2003).

Similarly, at the school level, the availability of resources, learning aids, needed materials and facilities, and skilled teachers is crucial for Performance Management's effectiveness. Their unavailability puts schools at a disadvantage in achieving the desired performance level. These schools lack the availability of teaching and learning resources and have issues dealing with unequipped teachers who cannot teach the advanced curriculum, while their academic performance is judged solely on the Board Examination results, which depends on their qualified teachers and learning facilities. The school PM should measure the effectiveness and efficiency of the schools in achieving the target objectives within the available resources and facilities (Othman and Abd Rauf, 2009). However, in the existing mechanism, the acquisition of these resources is the responsibility of district-level educational officers, with the school leaders having no direct role. The availability of learning resources in schools is thus dependent on practices adopted by educational officers at department level, which will be explored in the following section.

C) Department-level Factors

At the departmental level, the issues identified were related to PM's technical and implementation aspects and the HR mismanagement in the secondary education department. With the technical problems is the issue of board examinations. In the existing mechanism, the only measure used to judge the performance of schools and teachers is the 'board examination or SSC results', which participants believe are misleading as they do not reflect the accurate picture of learning in schools (Ploom and Halma, 2013), as the students' socioeconomic background and other school-level factors like the availability of resources and skilled teachers influence their learning experience and hence their results. In addition, various issues associated with high-stakes examinations, including cheating in exams, the teaching to test practices and

other factors unique to the Pakistani schools' context, including private schools' influence on board exams, lack of proper accountability and fair rewards based on results, make the whole examination process doubtful. "Within the education system, teachers are assessed on the performance of their pupils without regard to the starting point of the pupils or the fact that there are many other people involved in the pupil's education" (Fryer et al., 2009, p.482).

The implementation problems that affect PM effectiveness included the over-obsession with quantitative data collection and ignorance of quality indicators in the Performance Score Card. Although in the documents, the Performance Score Card comprises access and quality indicators, the data on the ground suggests that the whole process is reduced to data collection and target achievement on access indicators only. Furthermore, the data is collected numerically without any consideration of the detailed qualitative aspect. In every part of their interviews, the participants at the school level kept coming back to the issue that PM does not report the detail and quality-related aspect of school performance. The practical implication of obsession with quantitative measurement is that the deficiencies and issues in the schools are identified to monitors during monthly school visits but remain unresolved. There must be a balance between qualitative and quantitative indicators, as well as long- and short-term goals (Fryer et al., 2009). According Sarrico and Rosa (2009) such quantitative models provide some performance-related information, but it does not explain the various school practices behind that performance.

This demotion of PM in implementation has resulted only in ensuring schools' accountability for students' and teachers' attendance. From the data, it is hard to conclude that the existing PM practices positively affect quality improvement in secondary education. From the participants' perspective, to achieve the desired quality-related objectives, the Performance Score Card needs to be integrated into school-level practices to depict the true picture of school performance on the indicators.

At department level, another issue is the lack of management commitment in using the available performance information to bring about improvement in secondary schools. This is evidenced by the mismanagement of teacher appointments and transfers in the schools that negatively influence performance at the school level. Even though this data is regularly collected under access-level indicators, the officers have failed to use it to resolve the issues of the availability of skilled teachers in schools, as the findings reflected. Andrews et al. (2006) explain that the weak performance of the organisation can be attributed to the absence or use of performance information by managers according to the organisation's needs. If the data is not utilised as a tool for positive performance changes, the goal of generating performance measures is defeated (Thomas, 2007). In this case of KPK secondary education, while the officials have access to real time data their ability to make decisions according to school priorities is limited by political interference. For instance, while the officials acknowledge the devastating effect of teacher transfers in remote schools and they are regularly informed about the shortage of teachers in certain other schools; yet, due to excessive political involvement, they are unable to take adequate action to address the shortfall.

Alongside the lack of power, the district education officials' capacity to implement PM in schools is hampered by a lack of essential human, physical and financial resources. Education officers cannot commit enough time to extensive school inspections and ensure effective performance on all of the parameters in the Performance Score Card. The value that PM could offer to these individual schools and teachers in bringing about the desired improvement is limited due to the existing workload and lack of time with officials.

Mismanagement of school teaching staff was identified as another issue at the organisational level influencing the effectiveness of PM. According to Andrews et al. (2006), mismanagement is at the root of performance failure. However, the authors have elaborated on the mismanagement issues of using performance information and interactions with stakeholders. In this study, the mismanagement in secondary education in KPK is associated with personnel mismanagement due to the transfer, grading, and appointment of teachers in the schools that negatively influence

performance achievement in these schools. These practices are at the discretion of the education officers; the school leaders have no authority here. However, these affect the availability of skilled teachers in schools, which undermines the schools' academic performance, for which the schools are held responsible.

So far, the discussion has focused on identifying the factors internal to secondary education which determine the success of PM in the achievement of intended objectives in these secondary schools. However, the research data also provided indications of certain external factors that influence the effectiveness of PM in the context. These are discussed in the following paragraphs.

6.3.1.2 The Influence of External Contextual Factors

Figure 6.1 shows the factors that exist externally to the secondary education department, nevertheless they influence the practices of PM in these secondary schools. These factors are political, socio-economic, religious and cultural.

Externally, the contextual political factor directly and indirectly influences PM's effectiveness as it intervenes in all the areas of school management decisions. The politicians directly influence PM as they pressurise education officers not to take any measures in the case of adverse performance reporting, usually regarding teachers' attendance. In addition, they indirectly influence PM's effectiveness at the school level and department level through their influence on resource allocation and HR policies regarding teachers' transfers and postings. For instance, the politicians influence school performance as they create pressure on educational officers to approve unjust transfers. Due to this intense pressure, an officer will approve a transfer even though the Score Card shows them that the stated transfer will undermine the school's performance by making that position vacant. The officers acknowledged that this practice had put the schools in remote areas in a devastating position as they continuously face a shortage of teachers. The most well-reported external influences in the performance literature of public sector organisations are the political factors (Hawke, 2012). The successful implementation of PM in the public sector depends on the continued support of elected officials (Julnes and Holzer, 2002). Political support is essential in public sector performance to provide

resources and autonomy. In addition, political backing is a critical factor in public sector PM for eliminating the potential micromanagement by elected officials and allowing public sector managers to focus on achieving long-term goal continuously (Moynihan, 2004).

Another significant contextual factor is the socio-economic background of the students that these schools serve. These students are primarily from a low socio-economic class, whose parents, due to a lack of education and awareness, are not interested in their children's academic progress. Hence, there is insufficient cooperation from the parental side. Additionally, outside school, the students often work to assist their parents, which negatively impacts their school learning. Moreover, since PSC practically measure all the schools at one measure of board results, these schools are left with no choice but to facilitate the students in exams. The influence of students' socio-economic background on PM as a contextual factor is explained by Sarrico and Rosa (2009) and Andrews et al. (2006). PM in the public sector assumes that performance is attributable to internal organisational decisions. However, misfortune has a substantial role in failing to achieve desired objectives, especially for organisations that provide services to economically disadvantaged people. For instance, wealthy parents can afford to pay for their children's home tuition, boosting their school exam results over what the local education system might achieve (Andrews et al., 2006).

The research also highlighted that aspects of the national culture hinder PM practices in secondary schools. For instance, it was found that employees in the public sector organisations, including in schools in general, are not committed to their duties, do not perform their regular tasks and lack moral responsibility: *"If a boss is standing over the employee's head in our Pakistani society, only then [do] they work properly"* (SO2). Similarly, the culture of no bad reporting on the employees' PER and the culture of manipulating students' results through helping them pass their exams were mentioned as prevailing societal trends that influence school performance.

These findings underscore the relevance of the proposed mechanism, as suggested by Hwa (2023), that accountability instruments can orient teachers' practices by influencing their subjective perspectives, which are themselves influenced by

dominant sociocultural patterns. Cultural factors can have a powerful impact on the quality of implementation and use of performance information (Harahap, 2021).

Religion emerged as another factor influencing performance in these secondary schools. The data has shown the potential positive influence of religion as a contextual factor in enhancing performance in these schools. In day-to-day operations, the school leaders use religious narratives to motivate teachers towards a better performance. Moreover, the data suggested that the 'religious factor' can be used to reduce the detrimental impact of cultural elements. Within the culture of a lack of moral commitment to a job, 'religious appeals' could create an inner sense of responsibility and motivation to improve performance in secondary education employees. In the extant literature, researchers have identified the potential positive influence of religiously on employee motivation and organisational performance in diverse contexts (Walker, 2003; Sikorska Simmons, 2005; Osman-Gani et al., 2010; Suhartanto and Raksayudha, 2018; Mzenzi, 2022). However, its influence on public sector employees in the education sector is unexplored.

Based on identifying these contextual factors, the following section will present the practical implications for policymakers to push PM towards achieving the desired outcomes in terms of access and quality of education.

6.3.2 Recommendations for Performance Management in KPK Secondary Education

The discussion about PM in secondary education reflects that, on the whole, the process is detached from the school's context and has ended up as an administrative task of systematic quantitative data collection. The process of PM seems to have been reduced to the monitoring of monthly target achievement on easily measurable access-related indicators. In contrast, the parameters fundamental for ensuring a better learning experience are compromised in implementation. The research therefore suggests that the extent to which Performance Score Card will successfully improve the education status depends on equal emphasis on both access and quality

indicators of the Performance Score Card in the implementation and not just on analysis of performance on access indicators, where all the efforts are currently concentrated.

Secondly, the current study stresses the need to take qualitative aspects of performance into account when collecting data to establish the true improvement status on indicators. The obsession with quantitative data collection has limited the whole process to the superficial achievement of monthly targets on visible indicators without adequately benefiting the enhancement of the learning experience in these schools. This study proposes a comprehensive system that goes beyond numbers and incorporates the teacher evaluation and development features for bringing about long-term improvement in terms of quality-related educational objectives. Among the existing quality indicators, the study stresses the need for immediate corrective steps in the examination system and the enhancement of school leaders' and education officers' capacity to use results for bringing about improvement.

Overall, given these deficits in PM and its implementation, the data suggested an approach that involves the evaluation of individual teachers' and schools' performance within the available resources, regular feedback, the arrangement of training tailored to the needs of teachers and schools, and a mechanism of fair rewards and punishment linked to performance. This indicates the need to shift the focus from accountability to the developmental aspect of PM to improve individual- and school-level performance. In contrast to the external Performance Score Card, the research found that school-level PM strategies that are purely and naturally adopted by these schools' leadership are beneficial in improving individual performance levels. At the same time, the research raises concerns about school heads' authority to make decisions, and inequities in school learning resources and staffing, which impair school performance because leaders have virtually no involvement in acquiring these resources. Taken together, these research findings have the following implications for PM in secondary schools.

Firstly, the findings of this study suggest a strategic and integrated approach to Performance Management, as such an approach to PM focuses on "increasing the effectiveness of organisations by improving the performance of people who work in

them by developing the capabilities of teams and individual contributors” (Baron and Armstrong, 1998 cited in Hartog et al., 2004 p.557). Such integration helps improve organisational as well individual performance, as the employees gain a better understanding of organisational goals and how they can contribute to them; it makes the individual performance assessment more objective as employees are rated based on their performance; and it drives HRM practices to be more strategic to improve individual and organisational performance (Harahap, 2021).

This research recommends officially developing and linking a formal school-based PM approach to the existing PSC; that will take into account the individual schools' ground realities and the available resources, restrictions on teachers' workload in schools, and the need for training development (Kraemer et al., 2010), because schools vary in terms of these parameters, while the existing PSC in practice does not differentiate schools in these terms.

However, the need for school improvement and teachers' development should originate from the school internal PM itself, as it makes these schools well-versed in what they need and what will work for their teachers and children to improve performance. According to Rusu et al. (2016), an approach to employee performance evaluation tailored to the organisation's needs is an effective method for improving human resource performance. The organisational internal factors like the working environment and the lack of required resources can determine poor performance; thus, the employees' performance evaluation should consider such factors (Molapo, 2002). Similarly, as explained by Hartog et al. (2004), to understand and change individual performance, one needs to understand the organisational context in which it occurs, as variables at organisation level may constrain individual performance.

The findings highlighted the importance of school leadership practices in successfully and independently implementing such an internal performance evaluation process at the school level and changing teachers' perceptions of it. However, it appears that the lack of authority with school heads and the fact that there are no norms for them to follow in carrying out such procedures, limit their ability to reap the greatest benefits from the process. Provision of greater autonomy to principals in resource allocation and operational decisions will enhance their schools' efficiency and

education performance (Salas-Velasco, 2020). However, as previously argued, 'performance' is a subjective phenomenon, and the school leaders might pursue goals that diverge from those of secondary education. This research thus supports the argument of Bjørnholt et al. (2022) to couple the provision of authority with performance goals from the suprajacent level to bring about the desired performance improvement. Within the research context, the study, therefore, suggests the provision of greater operational authority to school leaders alongside the continuation of the existing accountability mechanism under the PSC, of which the participants were appreciative.

Furthermore, as stated by Moreland (2009), for PM to advance beyond a 'superficial level' it must be immersed in assumptions at the school leadership level. This research, therefore, highlights the need to develop school leadership capacities in carrying out PM practices to ensure their school's performance on target indicators in the Performance Score Card. For instance, these school leaders must be trained in formulating and implementing school-level mechanisms for establishing realistic goals following the education department's vision, and monitoring and evaluating teachers' progress towards those goals. They should be trained to provide constructive feedback to teachers on their performance and identify the training and development needs in consultation with the teachers. This kind of 'school internal mechanism helps in the overall improvement of teaching and learning practices' (Al-Sinawi et al., 2015).

By highlighting the issue of lack of professional support for teachers, this study agreed with the findings of Asif Khan and Afridi (2017) regarding the provision of tailored and continuous professional support for teachers based on the needs identified by the teachers themselves. In this regard, the study has two recommendations. The first is to equip school principals in following school-level PM practices to identify areas for further improvement, as discussed above. The second is to make the CPD-related quality indicator in the Performance Score Card functional. However, the data on the CPD indicator must be fed from the school's internal PM recommendations regarding the individual teachers' needs to ensure targeted support to teachers to enhance their performance. Nevertheless, to execute

this, the school leadership should be thoroughly communicated with about the Score Card indicators and trained to implement and use the performance information to bring about the desired improvement. As the findings have shown, the school principals are not fully informed about the indicators in the Performance Card; instead, they have unknowingly been engaged in carrying out limited PM practices that presently are not coordinated with the Performance Score Card.

These school leaders have created a performance culture in their schools by regularly communicating the performance expectations to teachers, conducting their evaluations through formal and informal means, coaching them, and providing them with feedback on their performance in meeting those expectations. Most significantly, by valuing the process themselves, they ensure that these activities are regularly conducted and involve teachers in them by soliciting their input on strategies for improving performance and achieving goals. By involving the teachers in the process and sharing with them the responsibilities for performance, the school heads enhance the teachers' motivation, which has been noted as a prominent issue in the existing Performance Score Card. The secondary education department should thus focus on developing these kinds of leadership capacities to implement school-level PM and facilitate the individual teachers' and schools' performance.

Another important practical implication of the findings is the setting up of a fair performance-based rewards system. The existing system of PERs (Performance Evaluation Reports) rewards the employees based on their length of service in the education sector. There is no rewards system for best-performing teachers, nor is there any mechanism for correcting underperforming teachers, the individual-level factors that undermine performance. The net results are a lack of motivation for hard-working and committed teachers. It was found that the situation is particularly bad for newly appointed teachers who were purely recruited on merit to improve education service delivery, as claimed by policymakers. Nonetheless, the findings reflected their unhappiness with the lack of a fair rewards system. These findings reflect those of Salas-Velasco (2020), by associating teachers' lack of motivation with the absence of incentives, arguing that teachers' morale is the driver of schools' efficiency and performance. Schools with motivated and enthusiastic teachers are

more efficient in maximising their students' learning outcomes within the available resources. To enhance teachers' motivation, this research thus recommends connecting promotion to a fair assessment of teachers' performance in the class rather than to seniority. Moreover, it emphasises developing an appropriate and transparent rewards system for sustaining the enthusiasm and motivation of junior teachers on a priority basis.

By determining the influence of external contextual factors, these findings suggest several courses of action for enhancing the effectiveness of PM in these schools. Firstly, more practical and continued efforts are needed to minimise and constrain the political influence on PM initiatives. The political factor is failing the PSC implementation as it directly influences accurate reporting and limits the education officers' ability to use performance information for school improvement as they intervene in HR-related policies of teacher transfer and posting. While the recent government statements assert that the political influence in teacher transfers has been eliminated, this data portrayed a different picture and denied the claim. Political meddling "*must therefore be stopped at all costs*", as stressed by the study participants at all levels. The research therefore suggests urgent attention should be paid to this issue. The reasonable approach could be adopting a consistent transfer policy that obliges teachers to serve a certain amount of time in the school before being eligible for transfers.

The research also identified the cultural influences shaping teachers' irresponsible attitudes towards their job and influencing the reporting of actual performance in the PER. It, however, indicated that the religious factor could be used as a motivator to tackle such issues by creating a true sense of responsibility in people towards their job. The research recognised the religious factor as an essential factor influencing the teacher and school leaders' performance. It suggests utilising religious appeals to influence those working in secondary education to achieve a better performance. In this regard, the school heads and education officials can also be trained to successfully utilise religious appeals to motivate teachers to perform better, as these principals have done. However, since this research was a single case study that did not allow for generalisation, this would be a fruitful area for further work.

6.4. Research Contributions

Based on the discussions in previous sections, this research makes contributions to academic research and practice. These contributions are:

- It has been emphasised in the literature review that there is a dearth of research devoted to the study of PM in the secondary education sector, and particularly in a developing country context. Given that the current literature is dominated by studies conducted in the United Kingdom, the United States, Australia and New Zealand, this research contributes to the limited existing knowledge by filling the gap through empirical evidence from a relatively new context of the secondary education sector in Pakistan.
- Within Pakistan, the study is the first of its kind to develop an in-depth understanding of PM from stakeholders' perspectives as no similar research has been conducted in the area. This study lays the groundwork for future indigenous research in the area of school PM in Pakistan and particularly in KPK province. It was underlined in the literature review that, within the current debate about the educational reforms in the KPK province of Pakistan, the perspectives of those implementing the PM-related reforms are missing.
- Theoretically, the study contributes to existing knowledge by highlighting the positive influence of accountability and the resultant positive competition in schools for enhancing performance. This is opposed to what has been noted in the broader Western literature. The external accountability aspect of PM, as enacted in these schools through zero-notice monitoring by EMA, has made these schools vigilant concerning their performance on visible quantitative indicators of the access scorecard. The process has resulted in the creation of a positive competition in which the schools and DEOs strive to achieve higher performance than other schools and districts in the monthly ranking. While this positive influence is limited only to access indicators in the

Performance Score Card, additionally, it is perceived favourably due to the fact that 'access to schools' remains the key issue in secondary education. This study contributes to existing research by arguing that external accountability and competition as a result of PM implementation can be favourable to schools' performance depending on specific contextual requirements within which PM is implemented.

- The study of PM's effectiveness within its particular context has been emphasised in current literature, as discussed in Chapter 2 of the thesis. It is evident in this study as well that PM in schools does not function in a silo; rather, various internal and external factors influence its functionality. This study, by developing a contextual model of PM, contributes to existing knowledge by filling a gap through exploration of various factors that encourage or obstruct PM in secondary education within the context of a developing country (Pakistan). Moreover, the model has captured how these factors interact and influence the effectiveness of PM at different stages in implementation and at different (individual, school, departmental) levels in secondary education. The satisfaction of individual- and school-level factors is the key component making PM more effective at the school level in attaining the desired educational objectives. The department-level factors need attention to move the process up from an 'administrative task' of data collection and target achievement to a 'developmental process' that brings actual on-the-ground improvement on scorecard indicators.
- The research also highlighted the direct and indirect influence of external factors on PM in secondary education in KPK and emphasised active engagement with these factors for the effectiveness of the process in achievement of intended objectives. Identifying and comprehending the influence of contextual factors on various stages of PM practices in schools will facilitate policymakers in better implementing the process and formulating appropriate strategies for avoiding the tensions that prevent PM from achieving the desired outcomes.

- Furthermore, through explanation of the influence of contextual factors, this study contributes to knowledge by providing new insights into leadership and religiosity as factors influencing PM's implementation in secondary schools in Pakistan. To achieve educational goals related to quality indicators in the PSC, this study emphasises development of school-based evaluative mechanisms that would enhance individual teachers' professional capacities. In doing so, the research has recognised the important role of school leadership. The discussion in Chapter five has identified specific strategies that these leaders have utilised for the creation of a conducive environment for the implementation of evaluative mechanisms in their schools. These leaders' personal characteristics based on compassion, trust, respect and shared responsibilities have enabled them to create a performance culture within their schools. Their ability to adopt context-specific strategies has helped them achieve performance on access indicators relating to students' attendance despite the contextual challenges of teaching disadvantaged students. The relationship-oriented approach has assisted in enhancing teachers' interest despite the lack of learning resources in schools and lack of sources of motivation for teachers in external mandatory PM practices.
- Furthermore, the study contributes to theory by providing an insight into 'religiosity and religious appeals' as factors positively influencing individual performance in these secondary schools. While several existing studies have confirmed the influence of religiosity on performance in other sectors, the literature on the influence of religiosity on performance in the education sector is lacking.
- It was found that PM in schools is not resulting in enhancing performance with regard to quality indicators. PM by utilising 'religiosity' based factors as identified in this study may enhance performance achievement by creating 'internal accountability' that inwardly motivates individuals towards better performance. This inner motivation was described as a significant

contributing factor to enhancing quality of education in these schools and eliminating the unintended outcomes (for example, teaching to tests and cheating culture in exams). Internal accountability which is based on professional ethics and moral values is more effective in achieving desirable school outcomes (Kim and Yun, 2019). The research therefore contributes to current knowledge by identifying 'religiosity' as a factor in enhancing performance through the creation of an inner sense of responsibility (internal accountability) among individuals. PM by utilising ideological, ritualistic, and intellectual dimensions of religiosity could enhance achievement in 'Quality indicators', therefore moving the process from creating purely a quantifiable culture to an 'improvement culture' within secondary education in KPK.

- This study contributes methodologically by adopting a qualitative interpretive approach and therefore enhancing the broader management research in the Pakistani context. This is because, according to Ali and Brandl (2017), the country's current positivistic HR research is primarily affected by its universality assumptions, which support Western HRM practice without taking into account Pakistan's historical, cultural and contextual distinctions from the rest of the world. They, therefore, argue for local contextually bound interpretative research to provide a better understanding of the on-the-ground realities.

6.5 Future Research Areas and Limitations

Even though the current study has contributed to existing knowledge on PM in secondary schools, it has several limitations that future research can explore and overcome. It this provides various insights for future research.

First, the study has provided a deeper insight into the ubiquitous role of PM within secondary education by identification of various contextual factors; however, since this study was the first to explore the new PM reforms, further work needs to be conducted to establish the influence of these contextual factors on PM in secondary education.

The study acknowledges the pivotal role of school leadership in driving school performance. It identifies various practices these school leaders have adopted for managing their school's performance despite the contextual challenges. A follow-up large-scale study would be helpful to validate such leadership practices and their influence on schools' performance in other districts/areas of the province with similar contextual challenges.

Further, the study identifies religiosity as an external factor influencing individuals' performance in the secondary education sector. However, since this research was a single case study with two units of analysis, these findings could not be generalised. Therefore, one of the exciting areas for future research is the conduction of a large-scale study to examine the relationship between religiosity and PM in the education context. Furthermore, because the researcher explored PM from the perspective of people having similar faith backgrounds, my involvement in this study was not free from my own faith beliefs. However, I viewed this similarity in religious background as a positive factor, which only helped me in conducting the research, probing the role of religiosity in PM and reporting the subjective interpretations of stakeholders. Throughout the research, I remained mindful of my position as a researcher and engaged in reflective practices to ensure transparency and credibility in the research findings.

The lack of involvement from students and parents, who have been identified as critical stakeholders impacting the effectiveness of PM in these schools, limits the findings of this study. Further research could explore the phenomenon by including their perspectives on the PM reforms in the province.

Finally, a recommendation for future research would be to extend the existing study to different geographical areas i.e., to another province or to different education sectors; for example, to investigate perspectives on PM in the primary education sector, where stakeholders' experiences and issues may differ.

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Appendix A: Primary Gatekeeper Information Sheet

Title of Project: To what extent is performance management enabling a better educational experience in the Pakistani secondary school sector?

Name of Researcher: Maryam Kawsar
PhD Researcher,
Liverpool John Moores University

Dear Sir/Madam,

Reason for this letter

I am currently a full time PhD Student in Liverpool Business School, Liverpool John Moores University, United Kingdom. As a part of my doctoral research, I must conduct a field work study that aims to explore performance management policy in secondary schools from the perspectives of school leaders, teachers and education officials. For this purpose, I would like to visit two secondary schools in Khyber Pakhtun Khwa province for data collection purposes.

Serving as a senior officer of Secondary education department of Khyber Pakhtun Khwa Province you are invited to participate in this study. You are invited to participate in this study because of your knowledge and/or direct association with the topic in the form of policies implementation. This letter is requesting that you be a gatekeeper provide access to two secondary schools for data collection in Khyber Pakhtun Khwa province as well as help in identification of potential participants (Education Officials) from the secondary education department.

Please read the following related information about the study and feel free to contact me if you have queries or need more information.

1. What is the purpose of the study?

The purpose of this study is to explore performance management policy in secondary schools from the perspectives of school leaders, teachers and education officials. The aim is analysing the effectiveness of performance management as a tool for improving education in the context of Pakistani secondary education.

2. What we are asking you to do?

In order to practically conduct the study, the researcher would like to access at least two secondary schools in Khyber Pakhtun Khwa for data collection purposes. I would need your support in identification of the study sites that are accessible to researcher and can provide enrich information. I would also need your support in access to

documents relating to performance management in schools and identification of potential participants from secondary education department for interview purposes.

3. Why do we need access to your facilities/staff/students?

I would like to access secondary schools in Khyber Pakhtun Khwa for data collection purposes, two employees from education ministry and at least five employees from education department of the district where schools are located for data collection purposes. School principals and teachers will also be interviewed in order to get an insight into effectiveness of performance management in secondary schools in Pakistan. The data will be collected through semi structure interviews from participants and through analysis of performance management related documents.

4. How we will use the collected Information?

The main aim of the researcher for doing this study is to satisfy the requirement for a PhD degree. Hence the main outcome of the study will be a PhD thesis. The researcher also intends to publish part of thesis in academic journals and/or in the form of an academic book. The outcomes of research may also be presented and discussed in academic conference and seminars. You will be provided with the summary of the findings of the study if you want. You will also be given access to final thesis and any publications based on this study.

5. If you are willing to assist in the study what happens next?

If you agree to assist, I will ask you to sign and return Gatekeeper Consent Form attached with this letter, to show that you have agreed to provide support in this study. I would like you to provide a permission letter or any other document that I would need for accessing the identified schools. You will also be requested for identification of potential participants from education department for interview purposes.

6. Will the name of my organisation taking part in the study be kept confidential?’

I will follow ethical and legal procedure to conduct this study. All the collected information will be handled securely, with complete confidentiality and will be treated anonymously. Any personal information collected as a part of the study will be transferred to UK for further analysis and will be treated confidentially, stored securely on password protected computers or in a locked cabinet. The data collected will be accessible to the researcher and authorised persons from Liverpool John Moores University only. The data will not be passed to any third-party.

The name of the organisations will be kept confidential All the publications based on the study will use coded names Such as School A and School B for the schools involved in the study. After the completion of the research study, the data will be destroyed according to Liverpool John Moores University ethic protocol.

7. What will taking part involve? What should I do now?

You are requested to Sign and return the **Gatekeeper Consent Form** provided with this letter.

Contact for further information!

Please feel free to contact me if you have any comments or questions regarding this research. Thank You for your time and cooperation; I greatly appreciate your help in furthering this research endeavour.

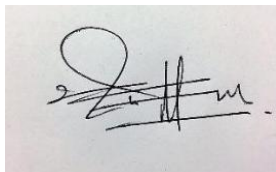
This study has received ethical approval from LJMU's Research Ethics Committee.

Kind Regards,

Maryam Kawsar

Contact Detail of Researcher Supervisor

Maryam Kawsar
the HEA



MPhil/PhD Researcher,
Liverpool Business School
**Liverpool John Moores University,
United Kingdom.**

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M.Kawsar@2018.ljmu.ac.uk
Tel: 0044 07404 942636

Contact Details of Academic

Dr Deborah Humphreys, PhD Senior Fellow of

Senior Lecturer
Liverpool Business School
Liverpool John Moores University

Email:
D.M.Humphreys@ljmu.ac.uk

If you have any concerns regarding your involvement in this research, please discuss these with the researcher in the first instance. If you wish to make a complaint, please contact researchethics@ljmu.ac.uk and your communication will be re-directed to an independent person as appropriate.

Appendix A 1: Emails with Primary Gate

Humphreys, Deborah <[REDACTED]>

Tue 3/31/2020 4:57 PM

To: '[REDACTED]' <[REDACTED]>

Cc: Kawsar, Maryam <M.Kawsar@2018.ljmu.ac.uk>

Dear Dr. [REDACTED]

Please may I introduce myself, I am the Director of Studies for Maryam Kawsar who is my PhD student. May I take this opportunity to thank you for facilitating the data collection process for Maryam by providing access to colleagues within the Education Department. Also, I do believe that you are further supporting the research process when Maryam finally has the opportunity to return to Pakistan, my sincere thanks for that.

Maryam is an excellent PGT student whom I am very proud of and she is also an excellent student ambassador for your country, she works extremely hard and takes every opportunity to develop her studies and address feedback she receives from her doctoral supervisory team.

These are difficult times for us all so I wish you health, stay safe.

Kind regards,

Deborah

From: Hafiz Durrana Habib <[REDACTED]>

Sent: 01 April 2020 18:34

To: Humphreys, Deborah <D.M.Humphreys@ljmu.ac.uk>

Subject: Re: Maryam Kawsar

Thank you so much for encouraging my country ambassador of education. I will leave no stone unturned to cooperate her in completing her thesis.



Appendix B: Secondary Gatekeeper Information sheet

Title of Project: To what extent is performance management enabling a better educational experience in the Pakistani secondary school sector?

Name of Researcher: Maryam Kawsar
PhD Researcher,
Liverpool John Moores University

Dear Sir/Madam,

Reason for this letter

I am currently a full time PhD Student in Liverpool Business School, Liverpool John Moores University. As a part of my doctoral research, I must conduct a field work study that aims to explore performance management policy in secondary schools from the perspectives of school leaders, teachers and education officials. For this purpose, I would like to visit two secondary schools in Khyber Pakhtun Khwa province for data collection purposes. Your school is one of these two schools, that is been chosen for study purpose. A prior written permission to conduct this study in your school is obtained from concerned authorities that you can find attached with this letter.

Serving as head of this secondary school you are invited to participate in this study because of your knowledge, role and involvement in the implementation of performance management in schools. This letter is requesting that you be a gatekeeper helps in recruitment of potential participants from your school and provide access relevant performance related documents i.e., Annual performance assessment forms etc.

Please read the following related information about the study and feel free to contact me if you have queries or need more information.

1. What is the purpose of the study?

The purpose of this study is to explore performance management policy in secondary schools from the perspectives of school leaders, teachers and education officials. The aim is to analyse the effectiveness of performance management as a tool for improving education in the context of Pakistani secondary education.

2. What we are asking you to do?

In order to practically conduct the study, the researcher would like to visit your school for data collection purposes. In this regard I will need your help in recruitments of potential participants from your staff/teachers to participate in the study through an interview. Copies of recruitment letter for the study are provided; I would like you to deliver these invitation letters to potential participants from your school on behalf of the researcher.

The data will be collected through semi-structure interview that will last for about 30-40 minutes with each participant. The participation in interview is voluntary and participants can refuse to take part in the study at any time.

I would also like your support in access to performance management related documents in your school and to facilitate the process of data collection by providing access to your facilities i.e., arrangement of interview schedules, using space for interviewing participants.

3. Why do we need access to your facilities/staff?

I would like to access your school and staff solely for data collection purposes. The researcher will mainly collect data through interviews with participants and through analysis of performance management related documents. The researcher would like to interview staff of school higher rank staff i.e., Principal/Deputy, and at least 10 schoolteachers who have experienced performance management.

4. How we will use the collected Information?

The main aim of the researcher for doing this study is to satisfy the requirement for PhD degree. Hence the main outcome of the study will be a PhD thesis. The researcher also intends to publish part of thesis in academic journals and/or in the form of an academic book. The outcomes of research may also be presented and discussed in academic conference and seminars. You will be given an access to full thesis and published papers. You can also get the summary of the results if you want.

5. If you are willing to assist in the study what happens next?

If you agree to assist, I will ask you to sign and return Gatekeeper Consent Form consent form attached with this letter, to show that you have agreed to provide support in this study. You will also be requested for recruitments of potential participants from your school for interview purposes.

6. Will the name of my organisation taking part in the study be kept confidential?'

I will follow ethical and legal procedure to conduct this study. All the collected information will be handled securely, with complete confidentiality and will be treated anonymously. Any personal information collected as a part of the study will be transferred to UK for further analysis and will be treated confidentially, stored securely on password protected computers or in a locked cabinet. The data collected

will be accessible to the researcher and authorised persons from Liverpool John Moores University only. The data will not be passed to any third-party.

The name of your organisations will be kept confidential. All the publications based on the study will use coded name for your school Such as School A. After the completion of the research study, the data will be destroyed according to Liverpool John Moores University ethic protocol.

7. What are the possible benefits of taking part?

The findings of the study will be shared with your organisation and participants if requested. Copy of the final thesis will also be provided to your organisation if requested. However, there is no direct organisational or individual benefits/payment for taking part in this study.

8. What will taking part involve? What should I do now?

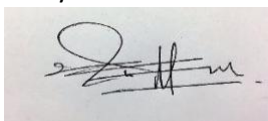
You are requested to Sign and return the **Gatekeeper Consent Form** provided with this letter.

Contact for further information!

Please feel free to contact me if you have any comments or questions regarding this research. Thank You for your time and cooperation; I greatly appreciate your help in furthering this research endeavour.

Kind Regards,

Maryam Kawsar



Contact Detail of Researcher

Maryam Kawsar
the HEA
PhD Researcher,
Liverpool Business School
Liverpool John Moores University,
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Phone Number/Email:
M.Kawsar@2018.ljmu.ac.uk
Tel: 0044 07404 942636

Dr Deborah Humphreys, PhD Senior Fellow of
Senior Lecturer
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United Kingdom.
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If you have any concerns regarding your involvement in this research, please discuss these with the researcher in the first instance. If you wish to make a complaint, please contact researchethics@ljmu.ac.uk and your communication will be re-directed to an independent person as appropriate.

APPENDIX C1: Participants' Invitation letter

Title of Study: To what extent is performance management enabling a better educational experience in the Pakistani secondary school sector?

Name of Researcher:

Maryam Kawsar
Liverpool John Moores University

Dear Sir/Madam,

I am currently a full-time PhD Student at Liverpool Business School, Liverpool John Moores University. As a part of my doctoral research, I must conduct a fieldwork study that aims to explore performance management policy in secondary schools in Pakistan from the perspectives of school leaders, teachers and education officials.


You are invited to participate in this academic research through a semi-structured interview with the researcher. The interview will last for 30-40 minutes; will be held on the official premises of your organisation and at your convenient times. You are invited to take part in this study because of your knowledge and/or direct involvement in the process of performance management in schools. However, before you decide whether to participate in the study, please take time to read the **Participant information sheet** attached to this letter.

Participation in the study is completely voluntary, and you are free to withdraw your consent at any time from the study. Please read the information sheet carefully and discuss it with others if you wish. You are also encouraged to contact me if there is anything that is not clear or if you would like more information.

Thank You for your time and cooperation. I greatly appreciate your help in furthering this research endeavour.

Kind Regards,

Maryam Kawsar.



Contact Detail:

Maryam Kawsar

PhD Researcher,
Liverpool Business School

Liverpool John Moores

M.Kawsar@2018.ljmu.ac.uk

APPENDIX C2: Participant's Invitation Letter (Urdu Version)

شرکاء کا دعوت نامہ خط

مطالعہ کا عنوان: کارکردگی کا انتظام کس حد تک پاکستانی ثانوی اسکول کے شعبے میں بہتر تعلیمی تجربے کو ممکن بنا رہا ہے؟

محقق کا نام: مریم کوثر پی ایچ ڈی محقق،

لیورپول جان مورس یونیورسٹی

محترم جناب / میڈم،

میں لیورپول بزنس اسکول، لیورپول جان مورس یونیورسٹی میں ایک کل وقتی پی ایچ ڈی طالب علم ہوں۔ میری ڈاکٹریٹ کی تحقیق کے ایک حصے کے طور پر، مجھے ایک فیلڈ ورک مطالعہ کرنا ہوگا۔ جس کا مقصد پاکستان میں ثانوی اسکولوں میں کارکردگی کے انتظام (Performance Management) کی پالیسی کو تلاش کرنا ہے۔ اس مطالعہ کا مقصد اسکول کے رہنماؤں، اساتذہ اور تعلیمی حکام کے نقطہ نظر سے ثانوی اسکولوں میں کارکردگی کے انتظام کی پالیسی کو تلاش کرنا ہے۔

آپ کو محقق کے ساتھ ایک نیم ساختہ انٹرویو کے ذریعے اس تعلیمی تحقیق میں حصہ لینے کے لئے مدعو کیا جاتا ہے۔ انٹرویو 30-40 منٹ تک جاری رہے گا؛ آپ کی تنظیم کے سرکاری احاطے میں اور آپ کے آسان وقت پر منعقد کیا جائے گا۔ آپ کو اس مطالعہ میں حصہ لینے کے لئے مدعو کیا جاتا ہے کیونکہ آپ کے علم اور / یا اسکولوں میں کارکردگی کے عمل میں براہ راست شمولیت کی وجہ سے۔ تاہم، اس سے پہلے کہ آپ یہ فیصلہ کریں کہ آیا مطالعہ میں حصہ لینا ہے یا نہیں، براہ کرم اس خط سے منسلک شرکاء کی معلومات شیٹ کو پڑھنے کے لئے وقت نکالیں۔

مطالعہ میں شرکت مکمل طور پر رضاکارانہ ہے، اور آپ مطالعہ سے کسی بھی وقت اپنی رضامندی واپس لینے کے لئے آزاد ہیں۔ براہ کرم معلومات کے ورق کو احتیاط سے پڑھیں اور اگر آپ چاہیں تو دوسروں کے ساتھ اس پر تبادلہ خیال کریں۔ آپ کو مجھ سے رابطہ کرنے کے لئے بھی حوصلہ افزائی کی جاتی ہے اگر کوئی ایسی چیز ہے جو واضح نہیں ہے یا اگر آپ مزید معلومات چاہتے ہیں۔

آپ کے وقت اور تعاون کے لئے آپ کا شکریہ۔ میں اس تحقیقی کوشش کو آگے بڑھانے میں آپ کی مدد کی بہت تعریف کرتا ہوں

مریم کوثر۔

رابطہ کی تفصیل:

مریم کوثر
لیورپول بزنس اسکول
پی ایچ ڈی محقق،
لیورپول جان مورس

M.Kawsar@2018.ljmu.ac.uk



APPENDIX D1: Participant Information Sheet

Title of Study: To what extent is performance management enabling a better educational experience in the Pakistani secondary school sector?

Researcher: Maryam Kawsar
PhD Student Liver Business School

Dear Sir/Madam,

You are invited to participate in the academic research entitled above. It is therefore important for you to understand why the study is being done and what participation will involve. Before you decide, please take time to read the following information carefully and discuss it with others if you wish. Ask us if there is anything that is not clear or if you would like more information. Take time to decide whether you wish to take part. Thank you for taking the time to read this.

1. Who will conduct the study?

I, Mrs Maryam Kawsar, a PhD researcher at Liverpool Business school, Liverpool John Moores University will conduct this study and interviews with participants. The study is conducting is a part of my PhD study at Liverpool Business School, Liverpool John Moores University.

2. What is the purpose of the study?

The purpose of this study is to explore performance management policy in secondary schools from the perspectives of school leaders, teachers, and education officials. The aim is to analyse the effectiveness of performance management for improving education in the context of Pakistani secondary education.

3. Why have I been invited to participate?

You are invited to this study because of your employment in the secondary education department of Khyber Pakhtun Khwa province of Pakistan. You are invited to take part in this study because of your knowledge and/or direct involvement in the process of performance management in schools. The inclusion criteria employees who have experience in performance management in secondary schools for at least two years and who can provide share information/experiences on performance management in secondary schools with

the researcher.

4. Do I have to take part?

No! You are not obliged to participate in the study. Participation in the study is completely voluntary and you are free to withdraw your participation at any time. If you do decide to take part, you will be given this information sheet to keep and be asked to sign a consent form. I can also share with you a summary of the research findings after completion if you request it. You can withdraw your participation at any time by informing the researcher without giving reasons.

5. What will happen to me if I take part?

Participation in the study is purely voluntary- You can refuse to participate in the study if you don't want. If you agree to participate, I would like you to sign a consent form to show that you have agreed to take part. You will be then contacted for an appointment for an interview by the researcher. The interview will last for 30-40 minutes inside your school/office. Prior permission will also be obtained from the head of the organisation for this interview. Your head of the organisation is aware of this interview and understands that your participation is voluntary.

The interview will be semi-structured in nature, I will ask questions about your understanding and experience of performance management in secondary school. If you agreed, I would record the interview with a digital recorder. This recording will later be used to transcribe data for analysis purposes.

6. Will I be recorded and how will the recorded media be used?

If you agree, your interview will be recorded for data analysis purposes and will be accessible only to the research team. Interviews will be audio recorded on a password-protected audio recording device and as soon as possible the recording will be transferred to secure storage of the university and deleted from the recording device. The audio recordings made during this study will be used only for analysis and will not be accessible to anyone outside the research project. No other use will be made of them without your written permission. Once the analysis is done, it will be destroyed according to university policy.

7. Are there any possible disadvantages or risks of taking part?

There are no risks associated with participation in the research study. The information obtained by the interview will only be used in academic research. What you say in the interview will remain confidential.

8. What are the possible benefits of taking part?

Whilst there is no direct organisational or individual benefits/payment for taking part in this study, the research can provide you with an opportunity to forward your concerns/views on performance management to higher authorities. In addition, if you request the findings of the research will be shared with you once the study is completed.

9. How your Data will be kept confidential?

The information you provide as part of the study is the study data. Any study data from which you can be identified (e.g., from identifiers such as your name, date of birth, audio recording etc.), will be kept confidential.

I will follow ethical and legal procedures to conduct this study. When you agree to take part in a study, I will use your personal data in the ways needed to conduct and analyse the study and if necessary, to verify and defend, when required, the process and outcomes of the study.

All the collected information will be handled securely, and with complete confidentiality. You will not be identifiable in any published or unpublished reports. This means we will use pseudonyms in transcripts and reports to help protect your identity. The quotations from the respondents used in all published reports will be treated anonymously. The data and information will be stored in a secure system at the LJMU accessible only by the researcher.

When we do not need to use personal data, it will be deleted, or identifiers will be removed. Personal data does not include data that cannot be identified to an individual (e.g., data collected anonymously or where identifiers have been removed). However, your consent form, contact details, audio recordings etc. will be retained for five years after the completion of the study.

10. What will happen to the results of the study?

The main aim of the researcher doing this study is to satisfy the requirement for PhD degree. Hence the main outcome of the study will be a PhD thesis. The researcher also intends to publish part of the thesis in academic journals and/or in the form of an academic book. The outcomes of research may also be presented and discussed in academic conferences and seminars. You will be given access to the full thesis and published papers. You can also get a summary of the results if you want.

11. Who has reviewed this study?

This study has been reviewed by, and received ethics clearance through, the Liverpool John Moores University Research Ethics Committee.

12. What if something goes wrong?

If you have a concern about any aspect of this study, please contact the relevant investigator who will do their best to answer your query. The investigator should acknowledge your concern within 10 working days and give you an indication of how they intend to deal with it. If you wish to make a complaint, please contact the chair of the Liverpool John Moores University Research Ethics Committee (researchethics@ljmu.ac.uk) and your communication will be re-directed to an independent person as appropriate.

Contact us for further information!

The final decision to participate in the study or not is up to you. Please feel free to contact me if you have any queries relating to this research.

Thank you for reading this information sheet and for considering taking part in this study.

Kind Regards,

Maryam Kawsar

Contact Detail

Supervisor

Maryam Kawsar

MPhil/PhD Researcher,

Liverpool Business School,
Liverpool John Moores University
M.Kawsar@2018.ljmu.ac.uk.

Contact Details of Academic

Dr Deborah Humphreys

PhD Senior Fellow of the HEA.

Senior Lecturer

Liverpool Business School
Liverpool John Moores University
D.M.Humphreys@ljmu.ac.uk

APPENDIX D2: Participant 's Information sheet (Urdu Version)

ضمیمہ بی: شرکاء کی معلومات شیٹ

مطالعہ کا عنوان: کارکردگی کا انتظام کس حد تک پاکستانی ثانوی اسکول کے شعبے میں بہتر تعلیمی تجربے کو ممکن بنا رہا ہے؟

محقق: مریم کوثر
پی ایچ ڈی طالب علم لیور بزنس اسکول
محترم جناب/ میڈم،

آپ کو مندرجہ بالا تعلیمی تحقیق میں حصہ لینے کے لئے مدعو کیا جاتا ہے۔ لہذا آپ کے لئے یہ سمجھنا ضروری ہے کہ مطالعہ کیوں کیا جا رہا ہے اور اس میں کیا شرکت شامل ہوگی۔ فیصلہ کرنے سے پہلے، براہ کرم مندرجہ ذیل معلومات کو سنجیدگی سے پڑھنے کے لئے وقت نکالیں اور اگر آپ چاہیں تو دوسروں کے ساتھ اس پر تبادلہ خیال کریں۔ ہم سے پوچھیں کہ اگر کوئی ایسی چیز ہے جو واضح نہیں ہے یا اگر آپ مزید معلومات چاہتے ہیں۔ یہ فیصلہ کرنے کے لئے وقت نکالیں کہ آیا آپ حصہ لینا چاہتے ہیں یا نہیں۔ اس کو پڑھنے کے لئے وقت نکالنے کے لئے آپ کا شکریہ۔

1. مطالعہ کون کرے گا؟

میں، مسز مریم کوثر، لیورپول بزنس اسکول، لیورپول جان مورس یونیورسٹی میں پی ایچ ڈی محقق اس مطالعہ اور شرکاء کے ساتھ انٹرویو کریں گے۔ یہ مطالعہ لیورپول جان مورس یونیورسٹی کے لیورپول بوسی نیس اسکول میں میرے پی ایچ ڈی مطالعہ کا ایک حصہ ہے۔

2. مطالعہ کا مقصد کیا ہے؟

اس مطالعہ کا مقصد اسکول کے رہنماؤں، اساتذہ، اور تعلیم کے حکام کے نقطہ نظر سے ثانوی اسکولوں میں کارکردگی کے انتظام کی پالیسی کو تلاش کرنا ہے۔ اس کا مقصد پاکستانی ثانوی تعلیم کے تناظر میں تعلیم کو بہتر بنانے کے لئے کارکردگی کے انتظام کی تاثیر کا تجزیہ کرنا ہے۔

3. مجھے شرکت کی دعوت کیوں دی گئی؟

پاکستان کے صوبہ خیبر پختونخوا کے ثانوی تعلیم کے شعبے میں آپ کی ملازمت کی وجہ سے آپ کو اس مطالعہ میں مدعو کیا گیا ہے۔ اسکولوں میں کارکردگی کے انتظام کے عمل میں آپ کے علم اور / یا براہ راست شمولیت کی وجہ سے آپ کو اس مطالعہ میں حصہ لینے کے لئے مدعو کیا جاتا ہے۔ شمولیت کے معیار کے ملازمین جو کم از کم دو سال کے لئے ثانوی اسکولوں میں کارکردگی کے انتظام میں تجربہ رکھتے ہیں اور جو محقق کے ساتھ ثانوی اسکولوں میں کارکردگی کے انتظام کے بارے میں معلومات / تجربات کا اشتراک کر سکتے ہیں۔

4. کیا مجھے حصہ لینے کی ضرورت ہے؟

نہیں! آپ مطالعہ میں حصہ لینے کے پابند نہیں ہیں۔ مطالعہ میں شرکت مکمل طور پر رضاکارانہ ہے اور آپ کسی بھی وقت اپنی شرکت واپس لینے کے لئے آزاد ہیں۔ اگر آپ حصہ لینے کا فیصلہ کرتے ہیں تو، آپ کو یہ معلومات شیٹ رکھنے کے لئے دیا جائے گا اور رضامندی فارم پر دستخط کرنے کے لئے تیار کیا جائے گا۔

اگر آپ اس کی درخواست کرتے ہیں تو میں تکمیل کے بعد تحقیق کے نتائج کا خلاصہ بھی آپ کے ساتھ شیئر کر سکتا ہوں۔ آپ وجوہات بتائے بغیر محقق کو مطلع کر کے کسی بھی وقت اپنی شرکت واپس لے سکتے ہیں۔

5. اگر میں اس میں حصہ لوں تو میرا کیا ہوگا؟

مطالعہ میں شرکت خالصتا رضاکارانہ ہے۔ اگر آپ نہیں چاہتے تو آپ مطالعہ میں حصہ لینے سے انکار کر سکتے ہیں۔ اگر آپ حصہ لینے کے لئے اتفاق کرتے ہیں تو، میں چاہتا ہوں کہ آپ ایک رضامندی فارم پر دستخط کریں تاکہ یہ ظاہر ہو کہ آپ نے حصہ لینے پر اتفاق کیا ہے۔ اس کے بعد آپ کو محقق کی طرف سے ایک انٹرویو کے لئے ملاقات کے لئے رابطہ کیا جائے گا۔ انٹرویو آپ کے اسکول / دفتر کے اندر 30-40 منٹ تک جاری رہے گا۔ اس انٹرویو کے لیے تنظیم کے سربراہ سے پیشگی اجازت بھی لی جائے گی۔ آپ کی تنظیم کا سربراہ اس انٹرویو سے واقف ہے اور سمجھتا ہے کہ آپ کی شرکت رضاکارانہ ہے۔

انٹرویو فطرت میں نیم ساختہ ہو جائے گا ، میں ثانوی اسکول میں کارکردگی کے انتظام کے آپ کی تفہیم اور تجربے کے بارے میں سوالات پوچھوں گا۔ اگر آپ اتفاق کرتے ہیں تو ، میں ڈیجیٹل ریکارڈر کے ساتھ آئی این ٹی آر ویو ریکارڈ کروں گا۔ یہ ریکارڈنگ بعد میں تجزیہ کے مقاصد کے لئے اعداد و شمار کو نقل کرنے کے لئے استعمال کیا جائے گا۔

6. کیا مجھے ریکارڈ کیا جائے گا اور ریکارڈ شدہ میڈیا کو کس طرح استعمال کیا جائے گا؟

اگر آپ اتفاق کرتے ہیں تو، آپ کا انٹرویو اعداد و شمار کے تجزیہ کے مقاصد کے لئے ریکارڈ کیا جائے گا اور صرف تحقیقی ٹیم کے لئے قابل رسائی ہوگا۔ انٹرویو ز کو پاس ورڈ سے محفوظ آڈیو ریکارڈنگ ڈیوائس پر ریکارڈ کیا جائے گا اور جتنی جلدی ممکن ہو ریکارڈنگ کو یونیورسٹی کی اسٹوریج کو محفوظ بنانے کے لئے غلطی کی جائے گی اور ریکارڈنگ ڈیوائس سے حذف کر دیا جائے گا۔ اس مطالعہ کے دوران کی جانے والی آڈیو ریکارڈنگ صرف تجزیہ کے لئے استعمال کی جائے گی اور تحقیقی منصوبے سے باہر کسی کے لئے قابل رسائی نہیں ہوگی۔ آپ کی تحریری اجازت کے بغیر ان کا کوئی دوسرا استعمال نہیں کیا جائے گا۔ ایک بار جب تجزیہ کیا جاتا ہے تو، یہ یونیورسٹی کی پالیسی کے مطابق تباہ کر دیا جائے گا۔

7. کیا حصہ لینے کے کوئی ممکنہ نقصانات یا خطرات ہیں؟...

تحقیقی مطالعہ میں شرکت کے ساتھ منسلک کوئی خطرات نہیں ہیں۔ انٹرویو کی طرف سے حاصل کردہ معلومات صرف تعلیمی تحقیق میں استعمال کیا جائے گا۔ انٹرویو میں آپ جو کچھ کہیں گے وہ خفیہ رہے گا۔

8. حصہ لینے کے ممکنہ فوائد کیا ہیں؟

اگرچہ اس مطالعہ میں حصہ لینے کے لئے کوئی براہ راست تنظیمی یا انفرادی فوائد / ادائیگی نہیں ہے ، تحقیق آپ کو اعلیٰ حکام کو کارکردگی کے انتظام پر اپنے خدشات / خیالات کو آگے بڑھانے کا موقع فراہم کر سکتا ہے۔ اس کے علاوہ، اگر آپ تحقیق کے نتائج کو دوبارہ حاصل کرتے ہیں تو مطالعہ مکمل ہونے کے بعد آپ کے ساتھ اشتراک کیا جائے گا۔

9. آپ کے ڈیٹا کو کس طرح خفیہ رکھا جائے گا؟

مطالعہ کے حصے کے طور پر آپ جو معلومات فراہم کرتے ہیں وہ مطالعہ کا ڈیٹا ہے۔ کوئی بھی مطالعاتی ڈیٹا جس سے آپ کی شناخت کی جاسکتی ہے (مثال کے طور پر ، شناخت کنندگان جیسے آپ کا نام ، تاریخ پیدائش ، آڈیو ریکارڈنگ وغیرہ) کو خفیہ رکھا جائے گا۔

میں اس مطالعہ کو انجام دینے کے لئے اخلاقی اور قانونی طریقہ کار پر عمل کروں گا۔ جب آپ کسی مطالعہ میں حصہ لینے کے لئے اتفاق کرتے ہیں تو، میں آپ کے ذاتی ڈیٹا کو مطالعہ کرنے اور تجزیہ کرنے کے لئے ضروری طریقوں سے استعمال کروں گا اور اگر ضروری ہو تو، جب ضروری ہو تو، مطالعہ کے عمل اور نتائج کی تصدیق اور دفاع کرنے کے لئے۔

تمام جمع کردہ معلومات کو محفوظ طریقے سے سنبھالا جائے گا، اور مکمل رازداری کے ساتھ۔ آپ کو کسی بھی شائع شدہ یا غیر مطبوعہ رپورٹوں میں شناخت نہیں کیا جائے گا۔ اس کا مطلب یہ ہے کہ ہم آپ کی شناخت کی حفاظت میں مدد کے لئے ٹرانسکرپٹ اور رپورٹوں میں فرضی نام استعمال کریں گے۔ تمام شائع شدہ رپورٹوں میں استعمال ہونے والے جواب دہندگان کے اقتباسات کو گمنام طور پر علاج کیا جائے گا۔ اعداد و شمار اور معلومات صرف محقق کی طرف سے قابل رسائی ایل جے ایم یو میں ایک محفوظ نظام میں ذخیرہ کیا جائے گا۔

جب ہمیں ذاتی ڈیٹا استعمال کرنے کی ضرورت نہیں ہوتی ہے تو، اسے حذف کر دیا جائے گا، یا شناخت کنندگان کو ہٹا دیا جائے گا۔ ذاتی ڈیٹا میں وہ ڈیٹا شامل نہیں ہوتا ہے جس کی شناخت کسی فرد سے نہیں کی جاسکتی ہے (مثال کے طور پر، گمنام طور پر جمع کردہ ڈیٹا یا جہاں شناخت کنندگان کو ہٹا دیا گیا ہے)۔ تاہم، آپ کی رضامندی فارم، رابطے کی تفصیلات، آڈیو ریکارڈنگ وغیرہ مطالعہ کی تکمیل کے بعد پانچ سال تک برقرار رکھا جائے گا۔

10. مطالعہ کے نتائج کا کیا ہوگا؟

یہ مطالعہ کرنے والے محقق کا بنیادی مقصد پی ایچ ڈی کی ڈگری کی ضرورت کو پورا کرنا ہے۔ لہذا مطالعہ کا بنیادی نتیجہ پی ایچ ڈی مقالہ ہوگا۔ محقق مقالہ کا کچھ حصہ تعلیمی جرائد اور / یا ایک تعلیمی کتاب کی شکل میں شائع کرنے کا بھی ارادہ رکھتا ہے۔ تحقیق کے نتائج کو تعلیمی کانفرنسوں اور سیمیناروں میں بھی پیش کیا جاسکتا ہے اور ان پر تبادلہ خیال کیا جاسکتا ہے۔ آپ کو مکمل مقالہ اور شائع شدہ مقالوں تک رسائی دی جائے گی۔ اگر آپ چاہیں تو نتائج کا خلاصہ بھی حاصل کر سکتے ہیں۔

11. مطالعہ کا اہتمام کون کر رہا ہے؟

یہ مطالعہ لیورپول جان مورس یونیورسٹی کی طرف سے منظم کیا جاتا ہے اور محقق کی طرف سے خود کی مالی اعانت کی جاتی ہے۔

12. کس نے اس مطالعہ کا جائزہ لیا ہے؟.....

اس مطالعہ کا جائزہ لیا گیا ہے، اور لیورپول جان مورس یونیورسٹی ریسرچ ایتھکس کمیٹی کے ذریعہ اخلاقیات کی منظوری حاصل کی گئی ہے۔

13. اگر کچھ غلط ہو جائے تو کیا ہوگا؟

اگر آپ کو اس مطالعہ کے کسی بھی پہلو کے بارے میں تشویش ہے تو، براہ کرم متعلقہ تفتیش کار سے

رابطہ کریں جو آپ کے سوال کا جواب دینے کے لئے اپنی پوری کوشش کریں گے۔ تفتیش کار کو 10 کام کے دنوں کے اندر اندر آپ کی تشویش کو تسلیم کرنا چاہئے اور آپ کو اس بات کا اشارہ دینا چاہئے کہ واپس سے نمٹنے کے لئے کس طرح تیار ہیں۔ اگر آپ شکایت کرنا چاہتے ہیں تو، براہ کرم لیورپول جان مورس یونیورسٹی ریسرچ ایتھکس کمیٹی (researchethics@ljmu.ac.uk) کی چیئر سے رابطہ کریں اور آپ کے مواصلات کو مناسب طور پر ایک آزاد شخص کو دوبارہ ہدایت کی جائے گی۔

14. مزید معلومات کے لئے ہم سے رابطہ کریں

مطالعہ میں حصہ لینے یا نہ کرنے کا حتمی فیصلہ آپ پر منحصر ہے۔ براہ کرم مجھ سے رابطہ کرنے کے لئے آزاد محسوس کریں، اگر آپ کے پاس اس تحقیق سے متعلق کوئی سوالات ہیں۔

اس معلوماتی ورق کو پڑھنے اور اس مطالعہ میں حصہ لینے پر غور کرنے کے لئے آپ کا شکریہ،

تعلیمی سپروائزر کے رابطے کی تفصیلات

رابطہ کی تفصیل

مریم کوثر

پی ایچ ڈی محقق،

ڈاکٹر ڈیبوراہ ہمفریز، سینئر لیکچرر
ایچ ای اے کے پی ایچ ڈی سینئر فیلو۔ سینئر لیکچرر

لیورپول بزنس اسکول

لیورپول جان مورس یونیورسٹی

D.M.Humphreys@ljmu.ac.uk

لیورپول بزنس اسکول،

لیورپول جان مورس یونیورسٹی

M.Kawsar@2018.ljmu.ac.uk



APPENDIX E: Consent Form

Title of Project: To what extent is Performance Management enabling a better educational experience in the Pakistani secondary school sector?

Researcher: Maryam Kawsar, PhD Student, Liverpool Business School

1. I confirm that I have read and understood the information provided for the above study. I have had the opportunity to consider the information, ask questions and have had these answered satisfactorily. ☐
2. I understand that my participation is voluntary and that I am free to withdraw at any time, without giving a reason and that this will not affect my legal rights. ☐
3. I understand that any personal information collected during the study will be anonymised and remain confidential. ☐
4. I agree to take part in the above study through semi-structured interviews. ☐
5. I understand that the interview will be audio recorded if I agreed to that and I am happy to proceed. ☐
6. I understand that parts of our conversation may be used verbatim in future publications or presentations but that such quotes will be anonymised. ☐

Name of Participant

Date

Signature

Name of Researcher

Date

Signature

Name of Person taking consent

Date

Signature

(If different from the researcher)

Appendix E2: Consent Form (Urdu Version)

ضمیمہ سی: رضامندی فارم

پروجیکٹ کا عنوان: کارکردگی کا انتظام کس حد تک پاکستانی ثانوی اسکول کے شعبے میں بہتر تعلیمی تجربے کو ممکن بنا رہا ہے؟

محقق: مریم کوثر، پی ایچ ڈی طالبہ، لیور پول بزنس اسکول

میں اس بات کی تصدیق کرتا ہوں کہ میں نے مندرجہ بالا مطالعہ کے لئے فراہم کردہ معلومات کو پڑھا اور سمجھا ہے۔ مجھے معلومات پر غور کرنے، سوالات پوچھنے اور ان کے تسلی بخش جوابات دینے کا موقع ملا ہے۔

☐

میں سمجھتا ہوں کہ میری شرکت رضاکارانہ ہے اور میں بغیر کوئی وجہ بتائے کسی بھی وقت دستبردار ہونے کے لئے آزاد ہوں اور اس سے میرے قانونی حقوق متاثر نہیں ہوں گے۔

☐

میں سمجھتا ہوں کہ مطالعہ کے دوران جمع کردہ کسی بھی ذاتی معلومات کو گمنام کیا جائے گا اور خفیہ رہیں گے

☐

میں نیم ساختہ انٹرویو کے ذریعے مندرجہ بالا مطالعہ میں حصہ لینے کے لئے اتفاق کرتا ہوں۔

میں سمجھتا ہوں کہ انٹرویو آڈیو ریکارڈ کیا جائے گا اگر میں اس سے اتفاق کرتا ہوں اور میں آگے بڑھنے کے لئے خوش ہوں

میں سمجھتا ہوں کہ ہماری گفتگو کے کچھ حصوں کو مستقبل کی اشاعتوں یا پریزنٹیشنز میں لفظی طور پر استعمال کیا جاسکتا ہے لیکن اس طرح کے اقتباسات کو گمنام کر دیا جائے گا۔

☐

تاریخ
دستخط

شرکاء کا نام

دستخط

تاریخ

محقق کا نام



مریم کوثر

تاریخ

رضامندی لینے والے شخص کا نام

Appendix F: Interview Guide

General Information

Title	
Name	
Age	(25-30) (30-45) (45-50) (50+)
Education	
Job Position	
Date	
Start time	
End Time	
Contact (Optional)	
Agree/Disagree (Audio Recording)	

Topic to be Discussed:

- To what extent is Performance Management enabling a better educational experience in the Pakistani secondary school sector?

Fill-In Questions:

1. Could you please introduce yourself?
2. What is your job position?
3. For how long have you been working in education sector/ on this job position?

4. For how long you been working in this school/district?

Semi-Structured Questions

1. What is your understanding of performance management, can you please tell me from your experience about performance management?
2. Can you briefly explain how performance management is carried out in secondary schools in KPK?
3. Why do you think performance management is introduced in the schools of KPK?
4. What changes you think has seen because of performance management in secondary schools?
5. So far, do you feel the objectives (for which performance management is introduced) are achieved?

It should be noted that, within the general guidelines for the semi-structured interviews, the questions may be adjusted to the interviewees and to their level of knowledge about them.

Appendix G : Conferences' Publications Adopted from This Thesis

1. Kawsar, M (2019) An investigation into performance management in secondary schools in the KPK province of Pakistan . Poster presentation at (UFHRD),The University Forum for Human Resource Development Annual Conference Annual Conference, Nottingham Trent University.
2. Kawsar, (2021) Exploring Performance Management in the Context of Pakistani' Secondary Schools. Paper presented at 2nd International Doctoral conference on Education (CERES), LJMU.
3. Kawsar, M., Humphreys, D. and Stewart. (2022) This is a critical time for humans and organisations, the ubiquitous role of performance management of staff – A case study of performance management in the Secondary Education sector of Khyber Pakhtun Khwa Province, Pakistan' Paper presented at (UFHRD)The University Forum for Human Resource Development Annual Conference 20222 (Online)

