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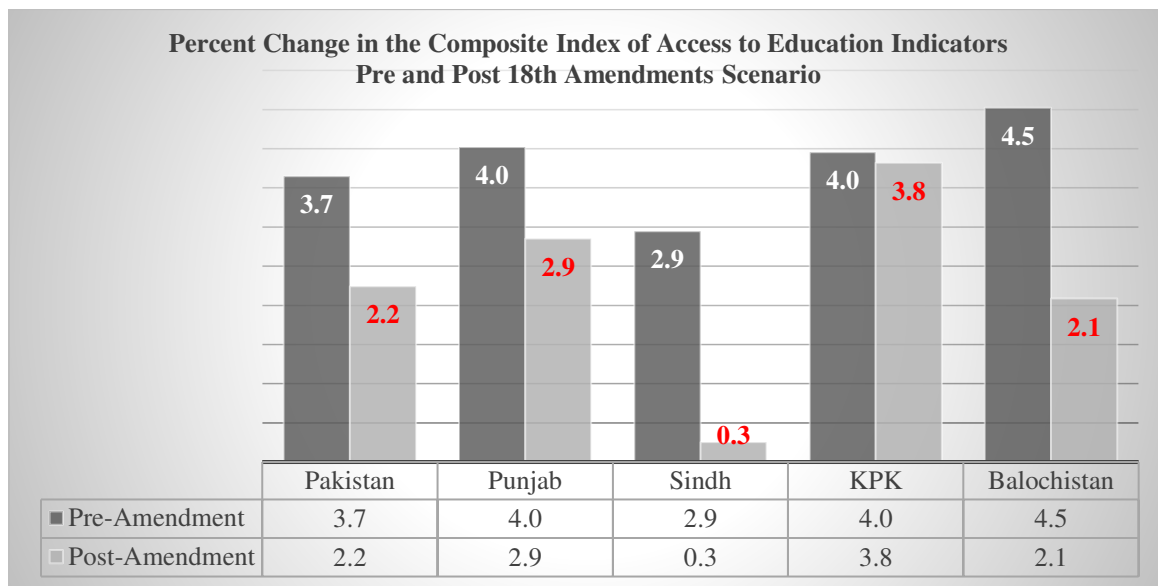
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**Educational Status of Pakistan:
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Abstract

This research empirically evaluates the impact of changes in policy regarding the governance of education system in Pakistan. The Eighteenth Constitutional Amendment Act 2010 has introduced significant changes having direct bearing on the education sector. The devolved system of education, health, and other social sectors because of this amendment, provides strong legislative and financial autonomy to the provinces.

In this context, an attempt is made in this research to analyze the performance of provincial governments in terms of five core indicators of educational achievement before and after this amendment. The household data of Pakistan Social and Living-Standard Measurement surveys are employed to compute educational indicators.

To summarize the status and growth in the indicators of educational achievement, non-compensatory composite indices are developed. The methodology of these indices ensures that all indicators have same importance and a full compensation among them is not allowed.

The results of this exercise broadly indicate comparatively low growth in the composite values of indicators of educational performance during the post Amendment period, especially in Sindh province. Thus, it may be concluded that the devolution should be revisited to remove the obstacles and to improve its implementation.

JEL Classification: I21, I28

Keywords: Education, Non-compensatory Composite Indices,
Eighteenth Amendment to the Constitution, Pakistan

1. Preamble

The 18th Amendment to the constitution of Pakistan has reconfigured the federal and provincial relationship by abolishing the “concurrent legislative list”. The Act (2010) provides the provinces with strong legislative and financial autonomy in education, health, and other social sectors. The amendment also holds some major implications for the country's system of education¹. A new Article 25A has been inserted in the chapter dealing with the fundamental rights in the Constitution. It says: “Right to education--The State shall provide free and compulsory education to all children of the age of 5-16 years in such manner as may be determined by law”. Through this amendment in the Constitution, education has become an enforceable right. The caveat, however, remains in the wording, ‘as may be determined by law’. It is unfortunate that currently there is no law on the subject. The subordinate legislation must be enacted by the respective provincial legislatures. So far, no effort has been made to table the necessary legislation in any provincial assembly.

Various governments have, over the years, formulated an assortment of policies and plans to fulfill the constitutional commitment of providing education and removing inequalities. Success has been limited, though, with the result that the current state of education in Pakistan is deplorable. Education in Pakistan has suffered from myriad issues as reflected by various educational indicators including low levels of public spending, high dropout rates from the schooling system, and more importantly acute gender and regional inequalities. In terms of quality, issues and challenges of the education system include widespread teacher absenteeism, a weak management and supervision structure, shortage of trained and qualified teachers especially female teachers, a lack of dedication, motivation, and interest of teachers in their profession and a lack of physical facilities. These characteristics, in terms of education quality, are more pertinent in public schooling in which about 70 to 80 percent of the country’s children are enrolled. Moreover, curriculum is mostly outdated and irrelevant, and it does not fulfill the contemporary requirements.

Pakistan does not have an official education monitoring report at the national or provincial levels. The Academy of Educational Planning and Management (AEPAM), a body working under the Federal Ministry of Education, releases an annual report called Pakistan Education Statistics to log the condition of education in the country. However, this report does not include an inclusive education monitoring framework.

From the civil-society, Annual Status of Education Report (ASER) Pakistan has been monitoring the status of education in Pakistan with a citizen-led household level survey and assessment of children in the age group of 5-16 years from across the country. It is an annual report, published by Idara-e-Taleem-o-Aagahi (ITA), which captures the learning outcomes, enrollment status and provision of school facilities in all districts (almost all rural) of the country. Alif Ailaan, is also nonprofit organization working in the field of education in Pakistan since 2013. Launched by a team of media and communications specialists, the program seeks to highlight education on priority basis in Pakistan and make the masses aware of the importance of education. It runs

¹ A summary of key changes in education sector introduced by the 18th Constitutional Amendment is provided in the Appendix-B.

campaigns in print, on radio and television, and on social media for awareness of the masses about education. The program conducts seminars and surveys and publishes the highly cited district education ranking report. It also monitors the performance of parliamentarians in reforming education in their constituencies. Alif Ailaan identifies the weak spots in education through research and aims to assist decision makers in creating and implementing better education policies. The federal and provincial governments and the bureaucracy however, do not take the ownership of these research efforts.

Using the household level data of Pakistan Social and Living-Standards Measurement (PSLM) surveys, which are collected by the Pakistan Bureau of Statistics, this study provides an applicable monitoring framework. With the release of new wave of PSLM, the recommended indicators and composite indices of this study may be easily followed and updated to monitor the changes in educational achievement. Nonetheless, the prime objective of this research is to empirically assess the impact of devolution in the governance of educational system. To achieve this objective, the educational performance in terms of five core educational indicators before and after the adoption of 18th Amendment is analyzed. These indicators cover not only access to educational opportunities but also include gender and regional parity indices.

After describing a brief methodology in the next section, major findings are summarized in Section-3, while the district-wise estimated indices and district ranking are collated in exhibits furnished in the Appendix-A. Section-4 is reserved for concluding remarks and few policy recommendations.

2. Methodology and Data

2.1 *Indicators Chosen to Assess Educational Performance*

The goal 4 of the United Nations' Sustainable Development Goals (SDGs) is the education goal. It aims to “Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all” by 2030. This goal covers wide ranging aspects of education and learning including quality of teachers, technical and vocational training, facilities available in schools and more importantly literacy assessment and evaluation of childhood development. The SGD document proposes 7 main targets and 11 indicators to estimate baseline and to monitor the progress for this goal. Nonetheless, the necessary data required for measuring majority of UN suggested indicators is not available in the context of Pakistan. The data gap analysis reveals that only 2 out of 11 indicators of SDG-4 may be estimated with the readily available data (Pakistan, 2017). Consequently, the SDG framework could not be applied to measure the status of education in Pakistan for this research.

After considering the educational priorities and more importantly nationally representative data availability, five indicators are considered for measuring the status of education in Pakistan at national and subnational levels. In terms of access to schooling two indicators are used: pre-primary enrollment and out of school children in the age cohorts 5-16 years. To monitor educational achievement, literacy rates (10+ years and 15-24 years) and proportion of population with tertiary education are included.

One of the key principles of the 2030 global SDG agenda is to address the notion “leaving no one behind”. Thus, to realize the commitment of inclusive development, data disaggregation with respect to vulnerable and left-behind population is essential. Given the importance of disaggregated data, the SDSN (2015) recommends that relevant SDG indicators be disaggregated according to the following broad dimensions: gender, age, income quintiles/deciles, disability, ethnicity, indigenous status, economic activity, location or spatial disaggregation and migrant status. However, besides gender and to some extent spatial disaggregation, currently it is not feasible to estimate the proposed indicators in such details or required level of disaggregation. Thus, gender and locational (rural-urban) parity indices are developed to evaluate the inequality in the access to education.

2.2 *Methodology for Computing Composite Indices*

While portfolio or dashboard of individual indicators are informative and necessary, there is also a need for a summary measure that combines indicators into a single number which can be quickly grasped. However, one of the issues in the construction of composite indices is the substitutability among component indicators. High achievement for instance, in primary education may be fully compensated or counterweighted with the low level of tertiary education. This situation is not suitable in most cases where a minimum of all components is required for a combined index. Therefore, a non-compensatory composite index is developed which assumes ‘non-substitutability’ of the individual indicators. This approach gives same ‘importance’ to all indicators and a full compensation among them is not allowed. In a non-compensatory approach,

all the dimensions of the phenomenon must be balanced and an aggregation function that takes unbalance into account, in terms of penalization, is used.

This study follows the methodology developed by Mazziotta and Pareto (2016) to compute a non-compensatory composite index for spatial comparisons as well as its variant for spatial-temporal comparisons. The Adjusted Mazziotta-Pareto Index (AMPI) is a non-compensatory (or partially compensatory) composite index that allows comparability of the data across units and over time. It is a variant of the Mazziotta–Pareto Index (MPI) and is based on a non-linear function which, starting from the arithmetic mean, introduces a penalty for the units with unbalanced values of the indicators. Individual indicators are normalized by a re-scaling according to two ‘goalposts’, i.e., a minimum and a maximum value which represent the possible range of each variable for all time periods and for all units. Such type of normalization allows to perform absolute comparisons over time. Following steps for calculating AMPI are reproduced from Mazziotta and Pareto (2018).

Given the matrix x_{ij} , following normalized matrix r_{ij} is calculated.

$$r_{ij} = \left[\left(\frac{(x_{ij} - Min_{xj})}{(Max_{xj} - Min_{xj})} \right) * 60 + 70 \right] \quad (1)$$

where Min_{xj} and Max_{xj} are the ‘goalposts’ for the indicator j . The ‘goalposts’ can be fixed so that 100 represents a reference value. They used a simple procedure for setting the goalposts. Let Inf_{xj} and Sup_{xj} be the overall minimum and maximum of the indicator j across all units and all time periods considered. Denoting with Ref_{xj} the reference value for the indicator j , the ‘goalposts’ are defined as:

$$\begin{cases} Min_{xj} = Ref_{xj} - \Delta \\ Max_{xj} = Ref_{xj} + \Delta \end{cases}$$

where $\Delta = (Sup_{xj} - Inf_{xj})/2$. The normalized values will fall approximately in the range (70:130), where 100 represents the reference value.

Now denoting with M_{ri} and, S_{ri} respectively, the mean and standard deviation of the normalized values of the unit i , the generalized form of AMPI is given by

$$AMPI_i^{+/-} = M_{ri} \pm S_{ri}cv_i \quad (2)$$

where $cv_i = S_{ri}/M_{ri}$ is the coefficient of variation of the unit i .

If the composite index is ‘positive’, i.e., increasing values of the index correspond to positive variations of the phenomenon (e.g., socio-economic development), then $AMPI_i^-$ is used. On the contrary, if the composite index is ‘negative’, i.e., increasing values of the

index correspond to negative variations of the phenomenon (e.g., poverty, disparity etc.), then $AMPI_i^+$ is used. In any cases, an unbalance among indicators will have a negative effect on the value of the index.

The AMPI decomposes the score of each unit in two parts: mean level M_{ri} and penalty (S_{ricv_i}). The penalty is a function of the indicators' variability in relation to the mean value ('horizontal variability') and it is used to penalize the units. The aim is to reward the units that mean being equal, have a greater balance among the indicators values.

2.3 Data Used in the Analysis

Household data of Pakistan Social and Living Standards Measurement (PSLM) surveys for the year 2004-05, 2008-09, 2010-11 and 2014-15 are used for this research. These surveys were conducted by Pakistan Bureau of Statistics. The PSLM provides a set of district level representative, population-based estimates of social indicators.

PSLM covers all urban and rural areas of the four provinces and the capital territory (Islamabad) of Pakistan. It however excludes some parts of northern areas, protected areas of KPK and military restricted areas. Pakistan Bureau of Statistics (PBS) uses separate sampling frames for urban and rural areas. For urban areas, PBS has developed a sample frame using quick count listing methods for households in major cities and town. Each area is subdivided into enumeration blocks based on of 200 to 250 households. For rural areas, the list of village/mouzas/dehs published in population and housing census of 1998 was used as a sampling frame².

In all surveys, a two-stage stratified random sample design is adopted to select the households. In the first stage, Primary Sampling Units (PSUs) are selected in the urban and rural areas. Enumeration blocks in the urban areas and mouzas/dehs/village in the rural areas are PSUs. The sample PSUs are selected by probability to size (PPS) based on the number of households in the PSU. The households within PSU were taken as secondary sampling units (SSUs) and chosen using systematic sampling scheme with a random start. Sixteen and twelve households are selected from rural and urban areas respectively from each primary sampling unit.

The Exhibit 2.1 furnishes the sample households enumerated in the survey of PSLMs in the respective year.

Exhibit – 2.1			
Number of Observations in PSLM datasets			
PSLM – Survey Years	Overall	Urban	Rural
2004-05	73570	26425	47145
2008-09	75773	26975	48798
2010-11	76546	26801	49745
2014-15	78635	13965	64670

Source: Household level data of PSLM 2004-05, 2008-09, 2010-11, 2014-15.

² PBS now have updated its sample frame by using data of new Census conducted in 2017.

3. Major Findings

The scenario of educational status of Pakistan and its provinces in terms of chosen indicators for this analysis is organized in the Exhibit 3.1. The Exhibit presents values derived from the latest available PSLM survey data for the year 2014-15. A quick look at the exhibit reveals that performance of KPK province is better than Sindh province in most of the indicators, especially in regional parity indices. As expected, highest and lowest values of the indicators related to the access to education are evident respectively in Punjab and Balochistan provinces. Gender disparities are significantly high in KPK and Balochistan as compared with Punjab and Sindh, especially in tertiary education and literacy.

Exhibit – 3.1 National and Provincial Latest Available Values of Indicators of Educational Status [2015]					
	Pakistan	Punjab	Sindh	KPK	Balochistan
Indicators for Access to Education					
Pre-Primary Enrollment Rate - (3-5 Years)	29.2	36.4	20.4	25.5	14.7
Enrollment - (5-16 Years)	69.9	74.6	61.2	72.9	56.6
Population with Tertiary Education - (24 plus)	9.3	8.8	11.7	8.0	5.0
Literacy Rate - (10 Years and Older)	59.8	62.8	59.7	52.8	44.4
Youth Literacy Rate - (15-24 Years)	71.9	75.6	69.2	67.0	54.2
Parity Indices – Gender [Female to Male Ratio]					
Pre-Primary Enrollment Rate - (3-5 Years)	87.0	93.3	70.8	78.8	83.5
Enrollment - (5-16 Years)	76.6	87.4	70.9	60.0	51.0
Population with Tertiary Education - (24 plus)	67.5	92.4	51.8	35.7	22.2
Literacy Rate - (10 Years and Older)	70.2	77.0	69.8	49.1	40.3
Youth Literacy Rate - (15-24 Years)	81.9	89.1	80.9	58.3	51.9
Parity Indices – Regional [Rural to Urban Ratio]					
Pre-Primary Enrollment Rate - (3-5 Years)	65.8	70.7	42.6	74.1	62.5
Enrollment - (5-16 Years)	77.7	80.9	61.0	83.2	67.7
Population with Tertiary Education - (24 plus)	27.9	28.2	22.9	36.8	31.2
Literacy Rate - (10 Years and Older)	66.9	71.2	53.0	74.9	61.9
Youth Literacy Rate - (15-24 Years)	74.5	79.3	57.6	82.4	63.4
Sources: Pakistan Social and Living-Standard Measurement Survey (PSLM) 2014-15					

Exhibits 3.2 through 3.4 disseminate inter-temporal national absolute values of educational indicators respectively for access, and disparities in terms of gender and urban/rural locations. These exhibits also provide annualized growth rates for each category. Major findings from these exhibits are highlighted below.

Exhibit – 3.2 Indicators of Access to Education – National Scenario [Percentages of Relevant Population]							
	2005	2009	2011	2015	Annualized Growth Rates (%)		
					2005-09	2011-15	2005-15
Access Indicators:							
Pre-Primary Enrollment	19.7	23.9	24.7	29.2	5.3	4.5	4.8
Enrollment Rate -516	59.8	66.6	66.9	69.9	2.8	4.5	1.7
Tertiary Education	8.2	9.4	8.4	9.3	3.4	9.7	1.2
Literacy Rate	52.7	57.3	57.7	59.8	2.1	3.6	1.3
Youth Literacy	65.4	69.6	70.6	71.9	1.6	1.9	1.0
Geometric Mean	32.0	35.9	35.6	38.2	3.0	1.9	1.9

Source: Estimated from PSLM Surveys, 2004-05, 2008-09, 2010-11, 2014-15.

Exhibit – 3.3 Gender Parity Indices – National Scenario [Percentages]							
	2005	2009	2011	2015	Annualized Growth Rates (%)		
					2005-09	2011-15	2005-15
Parity Indices:							
<i>Pre-Primary Enrollment</i>	87.1	92.3	87.2	87.0	1.5	-0.1	0.0
<i>Enrollment Rate -516</i>	80.1	81.7	83.4	84.6	0.5	0.4	0.6
<i>Tertiary Education</i>	49.1	53.9	60.1	67.5	2.4	3.0	3.7
<i>Literacy Rate</i>	61.5	64.6	66.5	70.1	1.2	1.4	1.4
<i>Youth Literacy</i>	71.9	77.0	79.7	81.9	1.8	0.7	1.4
Geometric Mean	68.6	72.6	74.6	77.8	1.5	1.1	1.3

Source: Estimated from PSLM Surveys, 2004-05, 2008-09, 2010-11, 2014-15.

Exhibit – 3.4 Regional Parity Indices – National Scenario [Percentages]							
	2005	2009	2011	2015	Annualized Growth Rates (%)		
					2005-09	2011-15	2005-15
Parity Indices:							
<i>Pre-Primary Enrollment</i>	58.0	60.9	65.2	65.8	1.2	0.2	1.3
<i>Enrollment Rate -516</i>	73.9	76.9	77.3	77.6	1.0	0.1	0.5
<i>Tertiary Education</i>	21.4	23.9	22.6	27.3	2.8	5.1	2.7
<i>Literacy Rate</i>	70.6	81.4	83.9	92.6	3.8	2.6	3.1
<i>Youth Literacy</i>	69.6	72.7	75.3	74.5	1.1	-0.3	0.7
Geometric Mean	53.8	58.1	59.1	62.6	2.0	1.5	1.6

Source: Estimated from PSLM Surveys, 2004-05, 2008-09, 2010-11, 2014-15.

Among all indicators of access to education, highest annualized growth rate of close to 5 percent is observed during 2005-15 in the ‘pre-primary’ enrollment rates. In contrast, very low (approximately one percent) growth is evident in the Exhibit (3.2). Overall combined growth as estimated through geometric mean of all five indicators, 2 percent growth is estimated for the period 2005-15. The Exhibit also indicates 2 and 3 percent annualized growth respectively in the post (2011-15) and pre (2005-09) 18th Amendment period.

The Exhibit 3.3 furnishes the gender parity indices for all five access to education indicators. Barring to tertiary education, insignificant improvement during the analysis period is observed. Gender parity in tertiary education has improved from 49 percent in 2005 to 68 percent in 2015; revealing close to 4 percent annualized growth rate. However, the parity indices for other indicators are showing an annualized growth rate of close to or less than one percent. In terms of disaggregation for pre- and post-Amendment, the growth rate in the pre-Amendment is high (1.5 percent) as compared with post-Amendment which is 1.1 percent.

Regional (urban/Rural) picture in terms of parity indices although showing improvement during the analysis period (2005-2015), the pace however is slow with only 1.6 percent annualized growth rate. It is also important to note that the annualized growth rate is even low in the post-Amendment period as compared with pre-Amendment. As evident in the Exhibit 3.4, tertiary education and pre-primary enrollment are two areas where magnitudes of regional parties are relatively low. Encouragingly, the rate of regional parity in the literacy rate is significantly high as compared with other indicators.

The above analysis is based on the absolute values of the selected individual indicators, while the combined or composite picture is represented by the value of geometric mean. However, the objective of this research is to provide estimated values of AMPI which is a non-compensatory composite index. While developing the AMPI, indicators are normalized with the minimum and maximum values to represent the possible range of each variable for all time periods and for all units. Thus, AMPI enables even comparison over-time as well as among cross-section units.

The Exhibit 3.5 gives non-compensatory composite national, provincial, and regional indices for the educational status of Pakistan in terms of selected indicators of access and parity. These indices are developed with the national value of the year 2005 as base value. Thus, the pertinent values of AMPI may only be compared with the values observed in the year 2005.

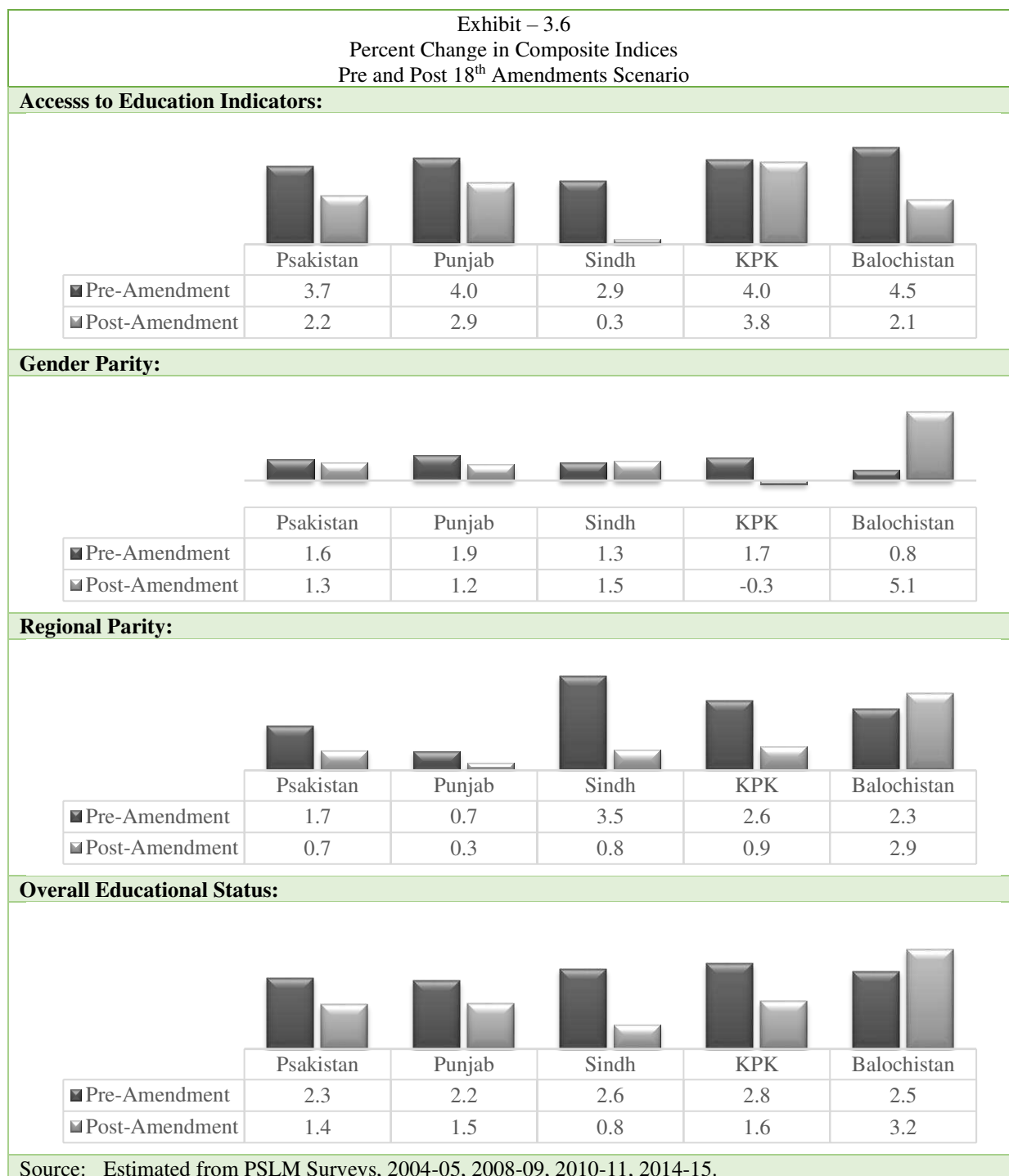
Following observations emerge from the composite indices for access indicators; overall 6 percent national growth during the period of analysis (2005-2015) is evident in the Exhibit, growth is significantly high in urban Pakistan as compared with Rural Pakistan (6.5 versus 4.4 percent), provincial picture reveals highest percent change in KPK province followed by Punjab, and not surprisingly Sindh is lagging with only 2.4 percent change.

The percent changes in the composite parity indices are relatively low. Respectively 4 and 3 percent changes in the gender and regional composite indices are evident in the Exhibit as compared with 6 percent change in the indicators of access to education.

Exhibit – 3.5					
Values of Composite AMPIs for Measuring Educational Status					
<i>[Base Year: National Value in 2005 = 100]</i>					
	2005	2009	2011	2015	Percent Change [2005-2015]
AMPIs – Composite Indices for Access Indicators:					
National	100.0	103.7	103.8	106.1	6.1
Urban	112.1	115.5	114.8	117.0	4.4
Rural	94.2	97.8	98.4	100.3	6.5
Punjab	102.0	106.1	106.6	109.6	7.4
Sindh	100.8	103.8	103.0	103.2	2.4
KPK	95.3	99.1	99.8	103.6	8.7
Balochistan	89.3	93.4	92.5	94.4	5.7
AMPIs – Composite Indices for Gender (Female/Male) Parity Indices:					
National	100.0	101.6	102.7	104.0	4.0
Urban	107.6	108.9	109.2	110.0	2.2
Rural	94.7	96.3	98.2	99.7	5.4
Punjab	103.7	105.6	107.1	108.4	4.6
Sindh	98.7	100.0	100.6	102.0	3.4
KPK	91.6	93.2	95.3	95.1	3.8
Balochistan	89.4	90.1	87.4	91.9	2.8
AMPIs – Composite Indices for Regional (Rural/Urban) Parity Indices:					
National	100.0	101.7	102.2	103.0	3.0
Punjab	101.4	102.1	103.7	104.0	2.5
Sindh	96.3	99.7	98.6	99.3	3.2
KPK	101.6	104.2	104.0	104.9	3.3
Balochistan	97.3	99.5	98.1	100.9	3.8
AMPIs – Composite Indices for Overall Educational Status:					
National	100.0	102.3	102.9	104.4	4.4
Urban	109.9	112.3	112.1	113.6	3.4
Rural	94.4	97.1	98.3	100.0	5.9
Punjab	102.4	104.6	105.8	107.4	4.9
Sindh	98.6	101.2	100.7	101.5	3.0
KPK	96.3	99.0	99.8	101.4	5.2
Balochistan	92.1	94.5	92.9	95.9	4.1
Source: Estimated from PSLM Surveys, 2004-05, 2008-09, 2010-11, 2014-15.					

Close to four percent changes in the overall educational status (all indicators of access to education and parity indices combined) is observed during 2005-2015: 6 and 3 percent respectively in rural and urban areas. The combined AMPIs reveal highest percent change (5.2 percent) in KPK province. In contrast, the lowest change (3 percent) is observed in Sindh province during the period of analysis.

The main objective of this research however is to highlight the provincial educational status before and after the devolution through the Eighteenth Amendment to the Constitution of Pakistan adopted in 2010. Exhibit 3.6 furnishes pre (2005-2009) and post (2011-2015) amendment information in overall as well as in constituent indices (access to education indicators and parity indices).



The Exhibit clearly reveals that percent change in overall status of education during the post-amendment period is significantly low in all provinces except Balochistan. The worst situation in Sindh province is perceptible where significant difference (2.6 versus 0.8) exists between the pre- and post-scenario.

Barring Balochistan, relatively low values of percent change are evident in all provinces during the post amendment for gender and regional parity indices. In contrast, significant improvement in gender and regional disparities in Balochistan during the post amendment period resulted in attaining higher values for overall educational status. It is worthy to note that gender parity has been deteriorated in the KPK province during the post amendment period.

In terms of core indicators of access to education, percent changes are relatively low in all provinces including Balochistan during the post amendment period. Nonetheless, the difference between pre- and post-amendment in KPK is quite close (4 v/s 3.8). In contrast, highest difference is evident in case of Sindh province (2.9 pre-amendment and 0.3 in post-amendment).

Detailed district-wise findings on indices of educational status are collated in the Appendix-A. The Exhibits A-1 through A-4 in the appendix furnishes value of composite indices of overall educational status as well as its components (access and parity indices). These indices display information for the year 2015 which are derived from the latest available PSLM 2014-15. Ranking of districts according to the magnitudes of overall educational status are also furnished in these exhibits. The Exhibits A-5 through A-8 provide inter-temporal district values for the years 2005, 2009, 2011 and 2015 of overall composite indices of educational status. These exhibits also highlight changes during the pre- and post-amendment period.

The Exhibit A-9 reveals districts which are showing declining trend in the overall composite indices during the pre- and post-Amendment periods (2005-2009 and 2011-2015). It is worth to highlight that during pre-Amendment period (2005-2009), 12 districts (3 each from Punjab and Balochistan, 2 from KPK and 4 from Sindh) are showing a negative trend in the overall composite index of educational status. In contrast, the decay is observed in 32 districts (3 from Punjab, 5 from KPK, 10 from Sindh and 14 from Balochistan) in the post-Amendment era (2011-2015).

4. Concluding Remarks and Policy Recommendations

Four nationally representative large household surveys of Pakistan which are considered in this research, provide an opportunity to compare performance of provincial governments in improving the access to education and reducing the parities with respect to gender and region across two distinct eras in terms of political governance, macroeconomic performance, and financing of education. After the Eighteenth Amendment to the Constitution of Pakistan adopted in 2010, provincial governments with devolved ministries and enhanced fund transfers from the Federal Government are solely responsible for education, health, social welfare, and social protection sectors. Therefore, the exercise of comparing the performance in the education sector may open the discourse on problems and hurdles associated with the achievement of benefits of devolution.

Coincidentally, these two time periods not only reflect high and low growth episodes but also differ in various aspects of functioning of local bodies.

Non-compensatory composite indices are developed for this research to summarize the status of educational achievement in terms of access to and parity in education. The construction of non-compensatory indices is based on the assumptions of ‘non-substitutability’ of the individual indicators. This notion ensures that all indicators have same importance and a full compensation among them is not allowed.

The results of this exercise clearly reveal that barring Balochistan province, growth in the composite values of indicators of educational performance during the period 2005-09 (pre 18th Amendment) are significantly high as compared with the period 2011-15. The comparatively low performance during the post 18th Amendment 2011-15 period, especially in Sindh province raises questions and doubts regarding the effectiveness and usefulness of devolved education system.

The 18th Amendment to the constitution is a political reality which is passed unanimously from the Parliament so it cannot be washed away. Nonetheless, serious debate and soul-searching is required to analyze what it has failed to achieve; to examine the lessons learned during the implementation process; to perform detail sectoral review for pinpointing the hurdles and bottlenecks; and to make required changes for improving its implementation.

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Appendix-A
District-Wise Information on Educational Status

Exhibit – A.1 Composite Indices of Educational Status – Punjab [2005 National Value= 100]					
	Overall Index 2015		Constituent Indices 2015		
	Value	National Rank Order [Lowest =1, Highest=114]	Indicators of Access to Education	Gender Parity	Regional Parity
Islamabad	116.9	114	127.2	111.1	111.0
Jhelum	115.7	113	122.1	114.4	110.2
Rawalpindi	115.3	112	124.0	110.6	110.4
Gujrat	115.2	111	120.1	114.6	110.8
Chakwal	115.1	110	118.8	115.9	110.7
Sialkot	114.7	109	120.1	114.0	109.9
Lahore	114.7	108	120.6	114.0	108.9
Gujranwala	114.2	107	116.9	118.1	107.4
Mandi Bhauddin	113.1	106	112.9	119.9	106.4
Narowal	112.6	105	116.1	110.8	111.0
Sheikhupura	111.9	104	111.9	113.8	110.3
Faisalabad	110.8	101	112.9	111.6	108.0
Kasur	110.8	100	112.0	109.9	110.8
T.T.Singh	110.7	99	113.0	112.5	106.7
Attock	110.3	97	116.3	107.4	106.8
Hafiz Abad	109.9	96	111.4	110.8	107.7
Nankana Sahib	109.9	95	113.8	107.9	108.0
Sargodha	108.5	93	110.8	109.7	105.0
Leiah	106.9	90	110.7	104.5	105.5
Sahiwal	106.7	89	106.2	107.9	106.0
Multan	106.0	86	105.8	108.7	103.5
Khushab	106.0	85	108.3	105.7	104.2
Khanewal	105.1	80	104.2	104.5	106.6
Okara	104.4	79	104.9	105.7	102.7
Jhang	104.1	77	106.7	101.0	104.6
Mianwali	103.9	75	106.1	101.9	103.8
Bahawalnagar	103.7	72	103.0	105.7	102.3
Vehari	102.9	68	101.4	107.4	99.7
Chiniot	102.8	67	103.4	100.1	105.0
Bhakkar	102.5	65	104.3	98.5	104.4
Pakpattan	102.3	64	103.3	101.4	102.3
Lodhran	101.9	62	100.5	103.2	102.2
Bahawalpur	101.3	57	98.9	104.4	100.7
R. Y. Khan	99.9	52	96.8	102.0	100.9
Muzaffargarh	98.9	48	97.0	99.4	100.4
D.G.Khan	96.4	37	96.9	97.7	94.7
Rajanpur	94.3	28	93.0	97.3	92.6

Source: Estimated from PSLM Survey data 2014-15

Exhibit – A.2 Composite Indices of Educational Status – Sindh [2005 National Value = 100]					
	Overall Index 2015		Constituent Indices 2015		
	Value	National Rank Order [Lowest =1, Highest=114]	Indicators of Access to Education	Gender Parity	Regional Parity
Karachi	111.1	102	119.3	111.9	100.4
Noshero Feroz	106.5	88	109.4	101.3	108.5
Dadu	106.0	84	107.8	105.7	104.6
Hyderabad	103.0	69	104.1	103.0	102.1
Larkana	102.7	66	102.1	98.4	107.3
Sukkur	100.5	56	103.2	97.6	100.5
Khairpur	100.2	55	100.4	93.7	105.8
Jamshoro	99.9	53	97.3	97.3	104.8
SB - Nawab Shah	98.7	47	98.6	95.2	102.1
Matiari	97.8	43	96.3	94.5	102.3
Shahdadkot	97.2	42	90.8	96.8	103.4
Mirpur Khas	96.6	40	95.5	97.1	97.3
Tando Alah Yar	96.6	39	90.7	99.1	99.5
Thatta	96.5	38	89.1	105.1	95.1
Shikarpur	96.2	36	92.9	94.6	100.8
Sanghar	94.7	30	93.3	92.3	98.3
Badin	94.5	29	91.1	93.7	98.7
Ghotki	93.8	25	90.9	87.5	102.0
Umer Kot	93.3	23	90.0	90.8	98.9
Tando M Khan	93.1	22	86.9	97.1	95.1
Tharparkar	93.1	21	91.3	89.4	98.2
Jacobabad	93.1	20	89.2	92.6	97.3
Sujawal	91.1	15	86.6	89.6	96.8
Kashmore	91.0	14	87.0	88.9	96.8

Source: Estimated from PSLM Survey data, 2014-15

Exhibit – A.3
Composite Indices of Educational Status – KPK
[2005 National Value = 100]

	Overall Index 2015		Constituent Indices 2015		
	Value	National Rank Order [Lowest =1, Highest=114]	Indicators of Access to Education	Gender Parity	Regional Parity
Haripur	111.7	103	115.3	111.2	108.5
Malakand	110.5	98	112.8	100.9	116.6
Abotabad	109.7	94	115.9	105.8	107.0
Mansehra	106.9	91	110.3	103.5	106.8
Chitral	106.1	87	109.0	102.1	106.9
Nowshera	105.7	83	108.5	97.0	110.9
Kark	105.3	81	110.0	96.6	108.2
Mardan	104.0	76	106.5	94.7	109.7
Lower Dir	103.7	74	106.4	95.0	108.7
Peshawar	103.7	73	107.9	96.6	105.8
Swabi	103.6	71	105.2	95.9	109.0
Charsada	102.2	63	102.9	94.2	108.5
Swat	101.6	61	102.1	94.9	107.4
Lakki Marwat	101.5	60	103.5	89.7	109.3
Kohat	100.1	54	105.2	92.7	101.8
Bannu	99.8	51	103.8	88.7	105.3
Hangu	97.8	44	100.3	85.2	105.7
Tank	95.4	34	95.0	89.6	100.9
D.I.Khan	95.0	32	95.1	94.1	95.8
Upper Dir	94.2	26	93.5	89.9	98.9
Bonair	91.8	17	96.0	87.3	—
Batagram	90.3	12	93.1	87.5	—
Shangla	86.8	5	90.0	83.3	—
Tor Ghar	81.6	3	84.3	78.3	—
Kohistan	80.7	2	83.8	76.8	—

Note: The sign ‘—’ in cells indicate no urban area is reported for these districts.

Source: Estimated from PSLM Survey data, 2014-15.

Exhibit – A.4
Composite Indices of Educational Status – Balochistan
[2005 National Value = 100]

	Overall Index 2015		Constituent Indices 2015		
	Value	National Rank Order [Lowest =1, Highest=114]	Indicators of Access to Education	Gender Parity	Regional Parity
Quetta	107.8	92	107.1	100.3	115.1
Gwadar	105.4	82	105.9	96.0	111.9
Kalat	104.2	78	104.6	105.9	102.4
Musa Khel	103.2	70	97.8	98.4	112.4
Qillah Saifullah	101.5	59	91.1	75.3	122.3
Mastung	101.4	58	103.5	97.0	103.5
Pashin	99.1	50	95.4	97.3	104.5
Khuzdar	99.0	49	96.0	98.6	102.2
Loralai	98.5	46	98.8	90.4	105.4
Nashki	98.2	45	95.1	87.6	107.9
Sibbi	97.2	41	96.1	101.2	94.1
Jafarabad	95.7	35	90.5	86.8	107.2
Kharan	95.3	33	96.4	95.6	94.3
Bolan/Kachhi	94.8	31	92.4	94.2	98.1
Lasbilla	94.3	27	90.4	97.5	94.9
Ziarat	93.6	24	90.4	89.0	100.4
Nasirabad	92.6	19	90.2	87.2	99.8
Kohlu	92.2	18	88.8	86.7	100.2
Awaran	91.7	16	93.4	89.7	—
Zhob	90.9	13	94.0	86.0	92.3
Jhal Magsi	90.1	11	83.1	87.0	99.0
Hernai	89.4	10	86.0	85.2	96.3
Dera Bugti	87.7	9	81.6	78.7	98.7
Barkhan	87.5	8	88.0	77.6	93.9
Washuk	87.5	7	88.9	85.7	—
Qilla abd	87.3	6	81.4	81.2	97.4
Chaghi	86.2	4	83.0	83.2	92.0
Sheerani	79.3	1	85.9	64.0	—

Note: PSLM 2015 survey was not conducted in two districts (Ketch/Turbat and Panjgure). The sign ‘—’ indicate no urban area is reported for these districts

Source: Estimated from PSLM Survey data, 2014-15.

Exhibit – A.5
Trend in Overall Composite Indices of Educational Status – Punjab
[2005 National Value = 100]

	2005	2009	2011	2015	Percent Change		
					2005-2009	2011-2015	2005-2015
Islamabad	114.7	116.6	115.2	116.9	1.7	1.5	1.9
Jhelum	108.0	112.5	112.1	115.7	4.2	3.2	7.1
Rawalpindi	110.2	113.2	113.5	115.3	2.8	1.6	4.7
Gujrat	110.0	112.1	111.7	115.2	1.8	3.1	4.7
Chakwal	108.8	110.8	113.5	115.1	1.8	1.4	5.7
Sialkot	111.1	112.7	114.0	114.7	1.5	0.6	3.3
Lahore	111.5	112.9	112.7	114.7	1.3	1.8	2.9
Gujranwala	110.7	112.0	113.7	114.2	1.3	0.5	3.2
Mandi Bhauddin	103.2	109.0	108.6	113.1	5.6	4.2	9.6
Narowal	105.6	108.7	108.8	112.6	3.0	3.5	6.7
Sheikhupura	103.5	108.6	108.6	111.9	5.0	3.1	8.2
Faisalabad	105.8	108.0	108.9	110.8	2.1	1.8	4.8
Kasur	101.3	105.1	107.4	110.8	3.7	3.2	9.4
T.T.Singh	104.5	107.8	109.9	110.7	3.2	0.7	6.0
Attock	104.2	106.3	110.0	110.3	2.0	0.3	5.8
Hafiz Abad	103.5	105.9	108.9	109.9	2.4	1.0	6.3
Nankana Sahib	.	106.8	109.4	109.9	.	0.5	.
Sargodha	102.0	105.6	104.7	108.5	3.5	3.7	6.3
Leiah	99.4	100.2	102.0	106.9	0.8	4.8	7.5
Sahiwal	101.1	101.3	106.1	106.7	0.2	0.5	5.5
Multan	99.4	103.4	104.2	106.0	4.0	1.8	6.7
Khushab	101.0	103.9	105.9	106.0	2.8	0.1	5.0
Khanewal	99.2	101.5	102.0	105.1	2.3	3.1	5.9
Okara	98.7	102.0	102.6	104.4	3.4	1.8	5.8
Jhang	95.9	100.0	102.0	104.1	4.3	2.0	8.5
Mianwali	98.7	102.2	105.2	103.9	3.6	-1.3	5.3
Bahawalnagar	98.6	98.2	104.1	103.7	-0.4	-0.4	5.1
Vehari	98.2	102.0	101.6	102.9	3.9	1.3	4.8
Chiniot	.	.	99.0	102.8	.	3.9	.
Bhakkar	96.6	102.6	98.1	102.5	6.2	4.5	6.1
Pakpattan	97.5	98.4	99.0	102.3	0.9	3.4	4.9
Lodhran	94.5	100.6	99.7	101.9	6.5	2.3	7.9
Bahawalpur	99.9	98.9	101.0	101.3	-1.0	0.3	1.5
R. Y. Khan	96.1	96.9	100.2	99.9	0.9	-0.3	4.0
Muzaffargarh	91.9	96.6	96.2	98.9	5.1	2.8	7.6
D.G.Khan	94.7	94.8	94.7	96.4	0.1	1.7	1.8
Rajanpur	95.0	90.6	93.8	94.3	-4.6	0.6	-0.7

Note: Blank cell indicates changes in district boundaries (formation of new districts).

Source: Estimated from PSLM Survey datasets, 2004-05, 2008-09, 2010-11 and 2014-15.

Exhibit – A.6
Trend in Overall Composite Indices of Educational Status – Sindh
[2005 National Value = 100]

	2005	2009	2011	2015	Percent Change		
					2005-2009	2011-2015	2005-2015
Karachi	108.8	110.0	109.1	111.1	1.1	1.8	2.1
Noshero Feroz	100.3	107.4	99.7	106.5	7.2	6.9	6.2
Dadu	96.1	104.9	105.1	106.0	9.2	0.8	10.3
Hyderabad	98.9	107.4	106.8	103.0	8.6	-3.5	4.1
Larkana	93.1	97.8	98.0	102.7	5.1	4.8	10.4
Sukkur	101.1	100.0	98.7	100.5	-1.2	1.8	-0.7
Khairpur	98.8	100.7	99.7	100.2	1.9	0.6	1.5
Jamshoro	.	98.5	96.1	99.9	.	4.0	.
SB - Nawab Shah	94.6	98.0	95.8	98.7	3.6	3.0	4.4
Matiari	.	98.1	98.0	97.8	.	-0.2	.
Shahdadkot	.	96.1	96.4	97.2	.	0.9	.
Mirpur Khas	93.8	95.2	99.2	96.6	1.5	-2.6	3.0
Tando Alah Yar	.	98.1	97.8	96.6	.	-1.3	.
Thatta	92.1	91.4	91.0	96.5	-0.8	6.1	4.7
Shikarpur	98.3	99.2	95.9	96.2	0.9	0.3	-2.2
Sanghar	93.2	98.8	98.4	94.7	6.0	-3.7	1.6
Badin	96.7	96.4	95.3	94.5	-0.3	-0.8	-2.2
Ghotki	97.0	95.3	92.3	93.8	-1.8	1.6	-3.3
Umer Kot	.	.	97.6	93.3	.	-4.4	.
Tando M Khan	.	98.7	93.7	93.1	.	-0.7	.
Tharparkar	93.1	96.7	94.9	93.1	3.9	-1.8	0.1
Jacobabad	89.7	93.4	91.4	93.1	4.1	1.9	3.8
Sujawal	.	.	.	91.1	.	.	.
Kashmore	.	96.3	92.3	91.0	.	-1.5	.

Note: Blank cell indicates changes in district boundaries (formation of new districts).

Source: Estimated from PSLM Survey datasets, 2004-05, 2008-09, 2010-11 and 2014-15.

Exhibit – A.7
Trend in Overall Composite Indices of Educational Status – KPK
[2005 National Value = 100]

	2005	2009	2011	2015	Percent Change		
					2005-2009	2011-2015	2005-2015
Haripur	102.8	107.8	110.0	111.7	4.8	1.5	8.6
Malakand	102.8	107.6	104.5	110.5	4.7	5.7	7.5
Abotabad	106.3	111.3	108.3	109.7	4.7	1.3	3.2
Mansehra	99.0	102.9	101.5	106.9	4.0	5.3	8.0
Chitral	99.5	102.7	105.2	106.1	3.2	0.8	6.6
Nowshera	99.2	102.2	102.5	105.7	3.0	3.2	6.5
Kark	96.8	97.8	99.8	105.3	1.0	5.5	8.7
Mardan	99.3	102.3	99.7	104.0	3.0	4.3	4.7
Lower Dir	98.3	98.7	100.4	103.7	0.4	3.3	5.5
Peshawar	96.7	99.7	101.8	103.7	3.2	1.8	7.3
Swabi	99.7	101.6	105.5	103.6	1.9	-1.8	3.9
Charsada	97.6	101.2	98.7	102.2	3.7	3.5	4.7
Swat	95.5	95.6	99.2	101.6	0.1	2.4	6.5
Lakki Marwat	96.0	95.2	93.8	101.5	-0.9	8.2	5.7
Kohat	95.6	97.3	97.2	100.1	1.7	3.1	4.7
Bannu	92.7	96.1	98.0	99.8	3.7	1.8	7.7
Hangu	94.2	100.1	96.0	97.8	6.3	1.9	3.9
Tank	90.7	90.2	89.8	95.4	-0.5	6.3	5.2
D.I.Khan	91.5	93.2	91.4	95.0	1.8	4.0	3.8
Upper Dir	89.3	98.3	100.5	94.2	10.1	-6.3	5.5
Bonair	85.2	90.0	89.6	91.8	5.7	2.5	7.8
Batagram	87.2	96.6	96.1	90.3	10.8	-6.0	3.5
Shangla	85.3	88.7	90.5	86.8	4.1	-4.1	1.8
Tor Ghar				81.6			
Kohistan	78.9	82.3	81.0	80.7	4.4	-0.3	2.3

Note: Blank cell indicates changes in district boundaries (formation of new districts).

Source: Estimated from PSLM Survey datasets, 2004-05, 2008-09, 2010-11 and 2014-15.

Exhibit – A.8
Trend in Overall Composite Indices of Educational Status – Balochistan
[2005 National Value = 100]

	2005	2009	2011	2015	Percent Change		
					2005-2009	2011-2015	2005-2015
Quetta	102.4	105.6	104.7	107.8	3.1	3.0	5.3
Gwadar	91.8	103.2	98.1	105.4	12.4	7.5	14.8
Kalat	93.2	95.0	99.0	104.2	2.0	5.3	11.8
Musa Khel	83.2	79.9	75.3	103.2	-3.9	37.1	24.1
Qillah Saifullah	86.2	88.7	88.0	101.5	3.0	15.3	17.8
Mastung	94.8	88.9	102.3	101.4	-6.3	-0.9	6.9
Pashin	100.2	101.9	102.9	99.1	1.7	-3.7	-1.1
Khuzdar	91.1	94.1	99.9	99.0	3.4	-0.9	8.7
Loralai	87.6	91.6	85.7	98.5	4.6	15.0	12.4
Nashki	.	99.1	90.2	98.2	.	8.9	.
Sibbi	90.8	94.9	100.5	97.2	4.5	-3.3	7.0
Jafarabad	91.2	94.5	87.0	95.7	3.6	9.9	4.9
Kharan	87.6	91.8	97.7	95.3	4.8	-2.5	8.8
Bolan/Kachhi	88.8	90.0	97.6	94.8	1.4	-2.8	6.8
Lasbilla	90.8	95.6	91.3	94.3	5.3	3.3	3.8
Ziarat	96.0	113.1	94.9	93.6	17.9	-1.5	-2.5
Nasirabad	86.8	94.6	87.8	92.6	9.0	5.5	6.8
Kohlu	.	94.1	88.5	92.2	.	4.1	.
Awaran	85.2	89.3	96.4	91.7	4.8	-4.8	7.6
Zhob	86.5	90.9	87.7	90.9	5.1	3.6	5.1
Jhal Magsi	85.0	88.5	103.2	90.1	4.0	-12.7	5.9
Hernai	.	.	95.7	89.4	.	-6.7	.
Dera Bugti	.	87.8	82.0	87.7	.	6.9	.
Barkhan	91.7	84.9	81.4	87.5	-7.5	7.5	-4.5
Washuk	.	88.2	92.0	87.5	.	-4.9	.
Qilla abd	89.1	92.3	99.0	87.3	3.6	-11.8	-2.0
Chaghi	92.8	96.0	87.0	86.2	3.4	-1.0	-7.1
Sheerani	.	.	88.3	79.3	.	-10.2	.
Ketch/Turbat	98.2	98.7	92.8	.	0.5	.	.
Panjgur	94.2	94.4	94.9	.	0.2	.	.

Note: Blank cell indicates either changes in district boundaries (formation of new districts) or PSLM survey was not conducted.

Source: Estimated from PSLM Survey datasets, 2004-05, 2008-09, 2010-11 and 2014-15.

Exhibit – A.9
Districts Showing Declining Trend in Overall Composite Indices of Educational Status

During 2005-2009 [Pre-Amendment]		During 2011-2015 [Post-Amendment]	
Districts	Rate of Declining (%)	Districts	Rate of Declining (%)
Balochistan: (3)		Balochistan: (14)	
Musa Khel	-3.9	Mastung	-0.9
Mastung	-6.3	Pashin	-3.7
Barkhan	-7.5	Khuzdar	-0.9
KPK: (2)		Sibbi	-3.3
Lakki Marwat	-0.9	Kharan	-2.5
Tank	-0.5	Bolan/Kachhi	-2.8
Sindh: (4)		Ziarat	-1.5
Sukkur	-1.2	Awaran	-4.8
Thatta	-0.8	Jhal Magsi	-12.7
Badin	-0.3	Hernai	-6.7
Ghotki	-1.8	Washuk	-4.9
Punjab: (3)		Qilla abd	-11.8
Bahawalnagar	-0.4	Chaghi	-1.0
Bahawalpur	-1.0	Sheerani	-10.2
Rajanpur	-4.6	KPK: (5)	
		Swabi	-1.8
		Upper Dir	-6.3
		Batagram	-6.0
		Shangla	-4.1
		Kohistan	-0.3
		Sindh: (10)	
		Hyderabad	-3.5
		Matiari	-0.2
		Mirpur Khas	-2.6
		Tando Alah Yar	-1.3
		Sanghar	-3.7
		Badin	-0.8
		Umer Kot	-4.4
		Tando M Khan	-0.7
		Tharparkar	-1.8
		Kashmore	-1.5
		Punjab: (3)	
		Mianwali	-1.3
		Bahawalnagar	-0.4
		R. Y. Khan	-0.3

Note: Number of Districts in the respective category are show in the parentheses.

Source: Estimated from PSLM Survey datasets, 2004-05, 2008-09, 2010-11, 2014-15.

Appendix–B

18th Amendment to the Constitution of Pakistan

In terms of educational governance, the 18 Constitutional Amendment to the constitution of Pakistan has reconfigured the federal and provincial relationship. The Act 2010 promises more legislative autonomy to the provinces. The significant changes altering the educational governance framework include the following³:

Free and Compulsory Education- Introduction of Article 25-A:

The amendment has inserted a new Article in the chapter dealing with fundamental rights in the Constitution of 1973. Article 25-A obligates the state to provide free and compulsory quality education to children of the age group five to sixteen years. *“The State shall provide free and compulsory education to all children of the age of five to sixteen years in such a manner as may be determined by law”*.

Removal of the Concurrent Legislative List-Delegation of Subjects to Provincial Jurisdiction:

The concurrent legislative list which included the subjects in the shared legislative jurisdiction of Federation and provinces has been omitted. In the context of education, two key entries of concurrent list which stand devolved to the provinces include: Curriculum, syllabus, planning, policy, centers of excellence, standard of education and Islamic Education.

Until the present amendment the preparation and provision of national curriculum as well as standards for all provinces was performed by the Federal Bureau of Curriculum/Curriculum Wing (CW) in the Ministry of Education.

Empowering CCI: Revision of Federal Legislative List Part II:

Part II of the Federal Legislative list, which is in the mandate of reconstituted and more empowered Council of Common Interest (Article 153-154), has been reconfigured. Several new entries have been inserted. The entries which have direct bearing on Education include: All regulatory authorities established under a federal law; Standards in institutions of Higher education and research, scientific and technical institutions and Interprovincial matters and Coordination.

Omission of Sixth & Seventh Schedule:

The enactment has omitted Sixth and Seventh Schedules altering Article 268(2) and Article 270(A) of the constitution. The omission has revoked the constitutional protection for the following statutes: *The privately managed Schools and Colleges (Taking over) Regulation 1972; Agha Khan University Order 1983, The National College of Textile Engineering (Governing Body and Cess) Order, 1985, and The Lahore University of Management Sciences Order 1985.*

³ The summary is available at http://i-saps.org/upload/report_publications/docs/1401030055.pdf