EFFECTS OF GOVERNMENT ON NON-FORMAL EDUCATION IN 21ST CENTURY: CONTENT ANALYSIS OF NATIONAL EDUCATION POLICIES OF PAKISTAN

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ABSTRACT

Education is considered a vital investment for human and economic development and is influenced by the environment within which it exists. In general, formal education is a way to provide education to people, but sometimes it is impossible to reach the needs of underprivileged children. Non-Formal Education (NFE) is an alternative approach to formal primary education. Non-formal education facilitates those children who left the formal education system before acquiring reading and writing skills. In Pakistan, literacy programs generally focus more on adults and young people who remain out of school. At the primary level, the non-formal education model focus on the idea of a single room, single teacher, and multiple age students. The main aim of current research work was to analyze the government efforts on Non-formal education programs. In the 21st century, the government introduced two education policies. The first one was National Education Policy 2009 and the second one was the National Education policy 2017. These policies indicated the government's efforts and strategies of enhancing the NFE programs. Qualitative content analysis was used to analyze the government initiatives and efforts about Non-formal education in Pakistan.
The overall outcome of this research paper reflects that the government highlighted and identified different aspects of Non-formal education in Pakistan both policies very effectively, but according to the present situation of Non-formal education schools, most of the government plans are unimplemented due to lack of funds, trained human resource and other competencies.

KEYWORDS
Non-formal Education, National Education Policy 2009, National Education Policy 2017

INTRODUCTION
Education is seen as a means of improving social and individual well-being and is recognized as one of the primary human rights education is the path to national prosperity. It creates a sense of obligation among the citizens (Mamun & Rahman 2013). Not only do people realize their responsibilities based on education, but they also know how to accomplish their national tasks, the freedom of society, and individuals. One of the aims of education is to encourage people to improve their performance by improving their general understanding as global citizens of their national and international roles. This realization creates an environment of confidence in the community (Janks, 2014). Literacy and education are referred to as the same thing, but literacy indirectly relates to education. Literacy is about learning and acquiring skills, while education is about implementing these skills and learning for the good of others. Formal education is a way to provide education to all, but sometimes it cannot reach the needs of underprivileged children. Non-formal Education (NFE) is an alternative approach to formal primary education. It is designed to provide education to children and adults who do not have the opportunity to take formal education and those who have left the formal education system before obtaining literacy skills (Eshach, 2007). The Non-Formal Education system is a structured instructional activity, which is usually beyond the conventional or formal school structure. In the Non-Formal Education system, the curriculum and teaching methods are arranged so that they can be readily adjusted to the wants and requirements of the students. It can be helpful in particular circumstances and events, with the primary purpose of optimizing literacy. Non-Formal Education system relies more on students than the formal education system. Learners may leave at any time when they do not even find their selves motivated or may not benefit from such education; they are independent of withdrawing themselves from non-formal education programs (Ivanova, 2016). The NFE relies more on the curriculum, opportunities, and choice of assessment than on the prescribed linear system developed in many educational institutions. Throughout NFE, interactions with people are more fluid; for example, the positions of teachers and students are less centralized and shift more frequently than in schools where the positions of pupils, teachers, and officials are structured and
never alter in the short term. According to Akpama (2001), the critical goal in non-formal education is to offer curriculum and vocational courses that are open to extracurricular activities learners and to build incentives for the learning in life skills allow individuals to achieve their maximum capacity and lead to their socio-economic advancement in immediate societies and national growth.

LITERATURE REVIEW

The concept "non-formal education" was coined in 1911 when Philip Coombs added a chapter called "Non-formal education." the "non-formal education" is a term that applies more accurately to the educational practices of the 20th century. Such practices were often related to conventional educational institutions, but they were usually focused on specific approaches and represented various demographic classes. Mexico is one of the first countries which establish a popular non-formal education university established in 1912 by educators and intellectuals to educate or prepare students. An increase in population and social and economic demands contributed to significant growth in Non-formal education in the 1960s. Brazil offers an indication of the breadth and diversity of literacy services in operation. The term "Non-Formal Education" emerged in the 1950s from the less developed nations (Moldovan & Bocos-Bintintan, 2015).

Such educational programs were technical training initiatives that utilized television for elementary education, university growth, and the convergence between religious values and social events. From the 1950s to the 1980s, foreign organizations such as the United Nations Educational, Scientific, and Cultural Organization (UNESCO) vigorously sponsored non-formal education initiatives. Since the 1990s, Non-formal education has started to deliver alternatives of learning and seeking skills (Tudor, 2013). In the late 1960s and early 1970s, Non-formal education was an essential part of the public dialogue on school reform. It can be seen as related to the idea of repetitive and lifetime learning. Since then, conversations and debates on the duration and operations of the NFE have started and persisted throughout the 1970s and early 1980s and have concluded throughout 1986 with a re-launch in the 1990s (Ngaka, Openjuru, & Mazur, 2012). This time around the globe, though, in "Western" and "Developing" cultures. The activity of NFE has increased and expanded across the globe, mainly with the help of donors. It was primarily inspired by the emphasis on lifelong learning, which encapsulated the entire area of education. Non-formal schooling is sometimes used, not non-formal instruction, as the subject is almost the same.

Non-formal education (NFE) is a famous global approach in both "Western" and "developing" countries. Non-formal education may shape a sequence of traditional and formal education, as non-formal education can indicate any form of purposeful
learning outside the formal educational environment. Many non-formal education programs have now been developed at various universities in developed and developing countries. Non-formal education is a structured educational practice beyond the formal school framework. It caters to a wide variety of individuals and has established learning goals (Ahsan, 2003). On the other side, while traditional schooling is connected to schools and other agencies, non-formal education depends strongly on civic associations and other organizations. Non-formal education is essentially an integrated practice different from the traditional college and school (Tudor, 2013). Non-formal education has been launched to take account of employment and training programs in various fields, such as delivering training facilities to growers, agricultural workers, factory staff, community colleges, practical literacy programs, street children programs, business growth programs, equality of individuals, language courses, digital group learning centers, social skills growth programs, self-help organizations, culture centers, online classes, art classes, environmental education organizations, work-oriented courses for students and teachers, and technology-based courses that can contribute to the creation of job opportunities (Nath, 2002). Non-formal education is just the kind of education that a person gets from various associations, organizations, and civic groups. The interests and desires of persons are substantial and comprehensive; it has been understood that global human welfare is an increasingly complicated problem and that a broader range of approaches has been utilized to meet people's needs (Purwanti & Widiastuti, 2015). The critical goal of Non-formal education is to increase the social and economic status of many people related to various groups who never could join any academic institution or training facility and improve their academic skills. Non-formal education can touch the general population; it has been decided to be related to a particular material and arranged in limited distinct units. In schooling, non-formal education has become a distinct branch with the primary goal of improving people's knowledge, understanding, and aptitude. The provision of Non-formal schooling addresses all sorts of challenges, obstacles, deficiencies, or oppositions faced in education. Non-formal education is similar to standard school subjects and abilities that will contribute to the gains of the marginalized people and persons contributing to socio-economically deprived areas of society. Similar features, qualities, and behaviors have become part of non-formal schooling as formal education. The critical goal of non-formal education is the same as formal schooling, which is to contribute to students' understanding, achievement, and growth.

Non-formal knowledge is simply the product of a person's environment. It influences the individual's temperament. The value of Non-formal education in the pacific should not be exaggerated. This introduction suggests that it is essential and relates significantly to national growth and its versatile solutions, which are used to address some of the critical global problems confronting the Indian Ocean. As global concerns
impact citizens historically, culturally, politically, and economically, the position of non-formal education in resolving such problems is becoming quite important.

The position of non-formal solutions to adult literacy, gender equity, wellness, healthy environment, and peace and dispute settlement is strongly supported by both Non-Government and Governmental organizations. Broadly constructed, Non-formal education is not a novel phenomenon but an instructional method that has evolved in pre-literate cultures. There is growing data to support the argument that Non-formal schooling is an outdated term with a new label. Non-formal schooling is incorporated into people's lifestyles. This paper helps to explore, first, Non-formal education in the conventional sense and then addresses the causes for NFE in the area, its scientific understanding, and its relation to the needs of the world.

The need for non-formal education in Pakistan emerged because the rigid formal education framework cannot compete with the state's increasing education needs and because the cost of formal education is higher (Jumani & Bibi 2011). It is focused on single classes, single teachers, multiple students of different ages and classes. The system of Non-formal education is quite active in promoting universal primary education. The NFE schools are based in areas where the presence of slum dwellers and working children outside of school is high. In the 1950s, the concept of "Non-Formal Education" originated in less developing countries (Rogers, 2005), where it has been almost proven that perhaps the formal education framework was inadequate to satisfy the demands of modernization.

Inspired by the concepts of NFE, the researcher was motivated to look at some of the NFE programs in a low-income region like Pakistan and see how they explained their intent and added to the country's total literacy (Jumani & Bibi 2011). Formal schooling in Pakistan; failing to meet its goals: Pakistan's inability to achieve the Millennium Development Goals (MDGs) and the Education for All (EFA) objectives demonstrates that Pakistan's structured educational system has been failing to provide better education and provide fair educational opportunities for Pakistani children (Khan & Niazi 2016). As per statistics, one-third of Asian children out of school stay in Pakistan. Among out-of-school students, women have a higher proportion of 38.9% than 30.2% of men. Just 14% of girls in the lower-middle-class households can read a tale in just one of the native languages, while boys at a marginally higher rate of 22%.

The high gap in girls' literacy represents their social and economic-economic disparities, with just 20 percent of girls from low school backgrounds compared to 81 percent from wealthy backgrounds. Pakistan's literacy rate was 64.5% in 2012 and marginally rose to 66.8% in 2015 (Malik, Adeeb, Ali, Gujjar, Aslam, & Asif, 2011).
Pakistan needs to provide structured education (structured at the regional level). There is a need for a great deal of funding from the non-formal and informal sector to be part of educational transformation and modernization through achieving the MDGs and Sustainable Development Goals (SDGs).

**National Education policies on Non-Formal Education**

Education is the pillar of public policy for developing nations. Although this search for a prosperous society depends on the whims of international institutions' structural reform strategies, public debt pressures, or economic conditions, several countries have engaged in national initiatives to eradicate poverty and illiteracy. A policy document is a written structure to direct the various stakeholders to align their interpretation of the desired results for any program or project. After the departure of Britain from India, Pakistan emerged as a postcolonial country in 1947. The first national education policy of Pakistan was introduced in 1947 under the supervision of Pakistan. Since then, many different policies have been developed to enhance the quality of education in Pakistan. The main focus of these policies was to establish an education system that enhances the country’s literacy rate and provides equal and quality education to all.

After independence, non-formal education for adults and children was introduced, but literature indicates it was not comprehensive. In the 21st century, the government of Pakistan took some initiatives and introduced a Non-formal education ministry at the federal and provincial levels. The National Education Policy 2009 and National Educational Policy 2017 were introduced in the 21st century. In 2009 policy government discussed some aspects of Non-formal education such as enhancing literacy, some causes of low literacy in Pakistan, the budget for the non-formal education department. The National Educational Policy (2017) reported that the 2010 education policy followed the 2017 education policy. This strategy stresses the development of an individual's character. It also emphasizes the technical education required for the era and meets its demands. It aims to establish patriotism and enhance the standard of education by integrating technology and science. The government discussed different aspects of non-formal education in the National Education Policy 2017. These aspects are Sustainable Development Goals (SDGs), national and international commitment of the government for Non-formal education, issues and gaps in the Non-formal education system in Pakistan.

**RESEARCH OBJECTIVES**

1. To analyze the Government strategies about Non-formal education through National Education Policy 2009.
2. To analyze the Government strategies about Non-formal education through National Education Policy 2017.
RESEARCH METHODOLOGY

The purpose of this study is to critically analyze the efforts of the Pakistani government in the 21st century from the perspective of Non-formal education. More specifically, this explored the initiatives of Government in National Education Policy 2009, 2017. Qualitative data analysis is a method of bringing structure, order, and meaning to collected data. The content analysis technique was used to accomplish the purpose of this study. Content analysis is an analysis technique used to determine the concepts or certain words within a text or set of text. This analysis technique enables the researchers to analyze and quantify the relationships and meanings of these words and concepts. Text can be described as an essay, book, document, chapter, newspaper, articles, interviews, speech. With the help of technology, qualitative data processing has become more straightforward and more accessible, and it creates good results. Indeed the software reduces many manual duties and provides the researcher more time to discover trends, identify themes, and benefit from the results. The content analysis approach will be used to analyze data. Content analysis is a widely used qualitative research technique (Elo & Kyngäs, 2008).

The content analysis describes a family of analytic approaches ranging from impressionistic, intuitive, interpretive analyses to systematic, strict textual analyses (Hsieh & Shannon, 2005). In qualitative content analysis, the category systems are developed inductively out of the concrete material or deductively put together individually for the specific study (Graneheim & Lundman, 2004). With the help of technology, qualitative data processing has become more straightforward and more accessible, and it creates good results. Indeed the software reduces many manual duties and provides the researcher more time to discover trends, identify themes, and benefit from the results.

NVivo is a Qualitative Data Analysis (QDA) computer software package produced by QSR International for qualitative content analysis (Bazeley & Jackson, 2013). Analysis with NVivo software has become more accessible and yields more professional results (Welsh, 2002). The NVivo results showed some significant National Educational Policy (2009) and National Education Policy (2017) themes.

Moreover, the procedure commonly used for document content analysis involves some steps (Harris, 2001). So, the researcher followed those steps to conduct the research more effectively. The first step of Non-formal education policy content analysis was to identify the objective of the research study. The research questions or objectives helped identify the aim of the research work. After formulating the objectives of the present research work, the researcher decided to analyze the content analysis of National Education Policy 2009 and 2017 because in both the policies government formulated some initiatives and action plans about Non-formal education in Pakistan.
After identifying the unit of analysis, the research identified some codes from the document and categorized them through N-Vivo software. Categories were mutually exclusive and comprehensive. To identify the reliability of codes, the researcher explored inter-code reliability. Inter-coder reliability is the extent to which, with the implementation of the same coding scheme, two or more separate coders or documents agree on the coding of material of interest (Campbell, Quincy, Osserman, & Pedersen, 2013). After analyzing the inter-codes reliability, the research formulated potential themes and presented their reports.

Themes of Non-formal education in National Education policy 2009

Theme 1: Literacy training and Non-formal Education
In 2009 policy the government discussed that to attain literacy training is a fundamental right of every person. Every person should learn basic reading, writing and everyday arithmetic skills. Non-formal education is a way to literate underprivileged and dropout adults and children. Policy indicates that, the Non-formal education not only provides the literacy training but also it also presents many other forms of learning programs, such as training for work skills and conventional apprenticeships.

Theme 2: Causes of low literacy
Social rules and laws, poverty, child labor, parent/family illiteracy, and institutional deficiencies are the leading causes of the low literacy rate mentioned in National Education Policy 2009. Efforts to fight illiteracy were half-hearted, disjointed, and not adapted to local circumstances and specifications. There is a lack of uniformity in the current systems at the provincial level, and the setup varies from province to province.
Theme 3: Difficulties with literacy and Non-formal learning
The policy highlighted some difficulties which created hurdles in implementing effective strategic plans in non-formal education. First, the quality of these programs is variable since specific minimum quality requirements do not regulate them. Secondly, a regime for accreditation and certification is missing. No benchmarks or criteria may be used to test literacy programs. Thirdly, existing literacy programs are also not related to opportunities for jobs. Fourth, literacy programs are also found to be successful if a follow-up reinforcement program is currently lacking.

Theme 4: Literacy rate
The Government of Pakistan recommended in National Education Policy 2009 that the literacy rate be boosted to 86 percent by up scaling the ongoing Non-Formal Basic Education and Adult literacy programs in the region by 2015. Different programs and strategies were introduced to enhance literacy. In some Non-formal schools, the Government provided scholarships and food to motivate the adults and children for enrolment in NFE schools.

Theme 5: Sustainability of adult literacy
The sustainability of NFE programs and adult literacy is ensured by improving the organizational framework, planning and budget, and funds allocation for this marginalized sub-sector. The government also indicated that for maintaining and enhancing adult literacy, the government introduced some teacher education programs for trained teachers for adult students.

Theme 6: National literacy curriculum
As we all know that Non-formal education is a kind of education, but the model of Non-formal education is different from the formal education system. The government realized that the curriculum of formal education programs could not meet the needs of Non-formal students. The Government of Pakistan focused on the national literacy curriculum development, which was primarily developed to fulfill the needs and demands of Non-formal education programs. The government also introduced modern teacher training modules, professional training of teachers, and updated instructional materials to support the curriculum.

Theme 7: Vocational education
The government realized the need for vocational training to enhance literacy in underprivileged people. Vocational training can help anyone enhance their quality of living and make them economically stable. The government recommended that the policy form the horizontal linkages between Non-formal schools and different training centers for vocational training. The government developed some programs such as Technical Education and Vocational Training Authority (TEVTA).
Theme 8: Mainstreaming of Non-formal Student
Mainstream refers to the promotion of students from Non-formal education to formal education school. The government of Pakistan recommended introducing some new strategies for maintaining the record of students. The government also recommended that a system of equivalence should be developing to permit mainstreaming.

The figure concluded the main themes drowned from National Education Policy 2009. The main aim of this node's graphical representation was to determine the themes which focused on the main aspects of Non-formal education in policy documents. These themes also concluded the efforts and initiatives of the Government of Pakistan for Non-formal education through National Education Policy 2009.

Themes of Non-formal Education in National Education policy 2017
Theme 1: Literacy and Non-formal Education
In National Education Policy 2017, the government defined literacy as to reading, writing, and acquisition of basic skills, calculating the simple words, digits, symbols, sentences, and texts at average speed and also tackling the everyday life problems associated with gender sensitivity, health, technical and moral know-how to improve their living standards. The policy indicated that with the help of Non-formal education, we could increase our literacy rate among the underprivileged class. The government presented some strategies to enhance literacy through Non-formal education. These strategies were correspondence education, continuing education, community learning centers, and open learning centers was introduced by the government.

Theme 2: Sustainable Development Goal
In National Education Policy 2017, the government defined literacy as to reading, writing, and acquisition of basic skills, calculating the simple words, digits, symbols, sentences, and texts at average speed and also tackling the everyday life problems associated with gender sensitivity, health, technical and moral know-how to improve
their living standards. The policy indicated that with the help of Non-formal education, we could increase our literacy rate among the underprivileged class. The government presented some strategies to enhance literacy through Non-formal education. These strategies were correspondence education, continuing education, community learning centers, and open learning centers was introduced by the government.

Theme 3: National Commitment
The policy indicated some national commitments and acts to fulfill the literacy goals of education. These commitments are Article 37-b of the Constitution, Literacy Act 1985, Article 25-A (Right to Education), Vision 2025. These commitments are assigned by the federal government and supported by all the provincial governments. The main goal of these commitments is to motivate illiterates to acquire literacy skills. The government introduced some new Non-formal education programs at the federal and provincial levels to fulfill these commitments.

Theme 4: International Commitments
Like national commitment, policy 2017 also discussed some international commitments concerning non-formal education. Pakistan is a signatory to several international declarations and conventions which provide countries with education-related goals. These commitments are the Dakar Framework of Action for Education for All (2000-2015), Millennium Development Goals (MDGs), and Sustainable Development Goals. MDGs goals 2 and 3 related to education and set the 100% enrolment and completion rate at the primary level. The policy also indicated that keeping in view the past progress for literacy in Pakistan, the country again missed these targets.

Theme 5: Present scenarios of NFE in Pakistan
Different Non-formal Basic Education programs are working under the federal and provincial levels to increase the literacy rate. As per the 2014-2015 survey of Pakistan Social and Living Standards Measurement (PSLM), the literacy rate was 60% for the population above age 10. Only the government of Punjab and KPK supports 10,632 NFBE centers, but the government of other provinces is not financing any NFBE school. NFBE schools are not enough to reach 22.64 million out-of-school children. The declining trend in the finance of NFBE projects has been observed during the last few years. The sustainability of ongoing small-scale NFBE projects is not sure.

Theme 6: Issues and challenges of literacy
The Literacy and Non-formal Basic education department face gaps in commitment, organization, coordination, finance, technical capacity, and consistency. The commitment gap refers to the lack of awareness about the need for NFBE schools and literacy programs. The policy indicates that except Punjab, other provinces have not
developed a suitable and efficient organizational structure. Insufficient funds and untrained human resources are the foremost hurdles to implementing plans. Lack of coordination among provincial, federal, and NGOs NFE organizations on Literacy and NFBE is also a very alarming problem. Lack of finance and funds in the NFBE field dramatically influences the performance of organizations. National Education Policy declared that 4% of the education budget should allocate to the Non-formal education department.

**Theme 7: Organization, Management, and Governance**
A national literacy council approved some criteria and standards for enhancing the quality and outcomes of the Literacy and Non-formal basic education program. The national and provincial assemblies may establish standing committees for focusing and observing the NFBE programs. To provide skilled human resources to develop a relevant organizational structure, planning and managing literacy campaigns, recruitment of qualified and experienced staff, and job security for the teachers.

**Theme 8: Resource Mobilization**
The government recommended that federal and provincial governments allocate 5% of their education budget to NFBE programs. The establishment of the NFBE endowment fund will be developed to finance literacy departments. Corporate sectors and International donors may be formally requested to contribute to the government.

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*Figure: Themes Map of National Education Policy 2017*
The above graphic representation of themes supports the qualitative thematic analysis of Non-formal education initiatives, strategies, and recommendations given by the Government of Pakistan. This node's graphical representation concludes the primary purpose and focus of the Government for Non-formal Education in Pakistan.

<table>
<thead>
<tr>
<th>Word</th>
<th>Length</th>
<th>Count</th>
<th>Weighted Percentage (%)</th>
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<tbody>
<tr>
<td>Literacy</td>
<td>8</td>
<td>347</td>
<td>0.54</td>
</tr>
<tr>
<td>Training</td>
<td>8</td>
<td>300</td>
<td>0.47</td>
</tr>
<tr>
<td>Non-formal</td>
<td>6</td>
<td>312</td>
<td>0.49</td>
</tr>
<tr>
<td>Low literacy</td>
<td>3</td>
<td>88</td>
<td>0.14</td>
</tr>
<tr>
<td>Non-formal learning</td>
<td>8</td>
<td>289</td>
<td>0.45</td>
</tr>
<tr>
<td>Rates</td>
<td>5</td>
<td>41</td>
<td>0.06</td>
</tr>
<tr>
<td>Sustainability</td>
<td>11</td>
<td>34</td>
<td>0.05</td>
</tr>
<tr>
<td>Adult Literacy</td>
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<td>Curriculum</td>
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<tr>
<td>Mainstreams</td>
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<tr>
<td>Resource</td>
<td>8</td>
<td>35</td>
<td>0.05</td>
</tr>
</tbody>
</table>

The above-stated table displays the frequency of keywords in National Education Policies 2009 and 2017. The frequency analysis table of keywords supports the qualitative themes in quantitative terms. This table is evidence of the accuracy and validity of themes. Above mentioned keywords revealed word counts, frequency, and weighted percentage with critical word statements.

**DISCUSSION**

The National Education Policy 2009 indicated that Non-formal learning could provide literacy training, including traditional anticipation and job skills training. In Pakistan, literacy and non-formal education programs generally work for young adults who do
not have enough skills to lead a quality life (Malik, Adeeb, Ali, Gujjar, Aslam & Asif, 2011). The Policy also discusses the leading causes of the low literacy rate in Pakistan. Lack of uniformity in the existing structure at the provincial level and low connection between provinces is considered one of the big problems for the low literacy rate in Pakistan. Both its economic and social benefits are the foundation of improving literacy, far apart from the comprehensive advantage that comes to the individual in the form of personal growth (Khan & Niazi, 2016). A more literate individual has higher labor force participation rates, is more likely to be an entrepreneur, and is more open to implementing new manufacturing techniques. An educated parent leads his or her children towards better learning achievement. The Policy recommended that the literacy rate of Pakistan should increase by 86% by 2015 through formal and non-formal education programs (National Education policy, 2009). National literacy curriculum, proper structure for mainstreaming non-formal students, equivalence certificates of Non-formal students were the main aspects that were discussed and indicated in National Education Policy 2009.

The National Education Policy 2017 indicates that about 25 million children between the ages of 5 and 16 are out of school. The formal education system cannot reach these millions of children and illiterate young people. Using NFE approaches, essential education opportunities can be provided more efficiently, conveniently, and economically. NFE programs cannot replicate or replace traditional education programs, but NFE programs are structured to complement and supplement the formal education system. Vision 2025, supported by the Federal Government and endorsed by all provincial governments, has announced the creation of human capital as the first pillar (Ahsan, 2003). The primary school level has set goals of 100% enrolment and completion rates and achieving a 90% literacy rate by 2025. In the National education Policy 2017, the government indicated Millennium Development Goals (MDGs). The government recommended that the global community declare the literacy rate among the population aged 15 to 24 years as one of the MDG 2 indicators. In line with Pakistan Vision 2025, Pakistan will have to achieve 90% literacy by 2025, which will enable Pakistan to achieve the SDG 4 goal of a 100 percent literacy rate by 2030. This Policy envisaged that each government must devote at least 4% of its education budget to literacy and non-formal basic education programs.

**CONCLUSION**

The Non-formal education programs help to enhance the literacy rate in Pakistan. The main aim of these programs is to literate the underprivileged and neglected adults and children and provides them with skills that help them increase their quality of life. In the 21st century, the government took some initiatives and developed strategies to enhance Non-formal education. In the National Education Policy, some aspects of Non-formal education are discussed but not in detail. In the National Education policy
2009, different elements of Non-formal education in Pakistan were indicated from the surface. In National Education Policy 2017, the government discussed Literacy and Non-Formal primary education in very detailed and comprehensive manners. The policy also discussed the issues and gaps in implementing Non-formal education more effectively. Proper organizational structure, limited budgetary allocations, lack of awareness, decision making, and political changes are the main gaps and issues indicated by the government in implementing the strategies in the Non-formal education sector. After analyzing the Education Policy, the researcher investigated that government strategies for Non-formal education programs are very effective, but there is a gap in implementing these practices.

RECOMMENDATIONS
The present research study will help policymakers develop new and future policies on Non-formal education programs more effectively. The research work indicated that lack of appropriate budget, lack of modern teaching strategies for teachers, and poor structure of Non-formal schools are the main problems that may cause hurdles to enhance literacy rates through Non-formal programs. So the government should take some serious steps to enhance the efficiency and output of Non-formal educational programs. This will help to address the issue of dropouts in non-formal schools, as well as provide a more suitable teaching and learning environment.

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434