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Abstract

Kenya's primary school Net Enrolment Rates increased from 80.3% in 2003 to 91.1% in 2016. Gender parity in access also improved at primary level, increasing from 0.95 in 2005 to stabilize at 0.97 (2016). The education sector is faced with regional and gender disparities in most of the education performance indicators with Arid and Semi-Arid Lands (ASAL) counties registering the lowest performances. Majority of the ASAL Counties have continued to register a Net Enrolment Rate of below 50%; against the best performing county that posted NER of 107.5% (2016). The county of Kajiado had a NER of 79.1% in 2016 which is below the national average of 91.1%. The Government of Kenya established low-cost boarding primary schools (LCBPs) in the ASAL regions and pledged to provide boarding facilities, food items and all other supplies while the parents provide students personal effects to operationalize the LCBPs initiative. Eleven (11) of the (392) Kenya's LCBPs were in Kajiado County with an enrollment of 4,176 in 2016 and were under enrolled by the national standards. There was, therefore, need to evaluate the LCBPs program in Kajiado County to propose strategies that respond to the educational needs for Nomadic-pastoral communities. This process evaluation of the LCBPs used Sequential Mixed method, cross sectional and a case study designs. The sample of the study was drawn from all pupils, teachers, and head teachers in low-cost boarding primary schools in Kajiado County. Education officials and representatives of development partners supporting provision of education in Kajiado County provided useful information. Data was collected using questionnaires, interview schedules as well as observation of facilities. The findings of the evaluation established that LCBPs their present form did not respond to the educational needs of the nomadic and pastoral communities of Kajiado County. Most of the

schools were under-enrolled, underfunded, had inadequate facilities, understaffed with teachers and other support staff. The food served was of low quality and inadequate. This study recommends review the concept of LCBPs, with a view to establishment of LCBPs institutional framework paying special attention to the development of financing foundation guided by a rationalized unit cost of maintaining a child in the school.

Keywords: *Adequacy, Financial, Resources, Government, Stakeholders, Sustenance, LCBPS, Kajiado, Kenya.*

1.1 Background to the Study

All over the world, different governments have initiated policies to ensure that all children especially those from marginalized communities get basic education (Rose & Malkani, 2020). For example, in the United States of America (USA) the government introduced cost sharing in education so as to assist in meeting the education cost incurred by the poor families living in the urban slums (Lunnenburg, 2019). Sabates, Carter and Stern (2021) argue that there is a huge difference in income of families in urban areas where there's blooming businesses and jobs as compared to those families in rural or marginalized areas which cannot give education for their children or even support programs to enable the school ran e.g. school feeding programs. It has been argued that, providing education to nomadic and pastoral communities in the world is one of the most challenging and urgent concerns currently facing education policy makers, practitioners, and other actors in the field of education (UNESCO, 2017).

As children grow older, the opportunity cost of education is even larger, hence increasing the pressure for children to work and earn income for the households as opposed to spending time in education (Hunt, 2018). Long distance from school, poor quality of education, inadequate facilities, overcrowded classrooms, inappropriate language of instruction, teacher absenteeism are common causes for school dropout (Pov, Kawai & Murakami, 2020). Poverty also interacts with other points of social disadvantage, with the interaction of factors putting further pressure on vulnerable and marginalized children to dropout. Gendered social practices within households and communities influence differing patterns of access for girls and boys. In most context girls have less access and are more prone to dropping out, but increasingly, often in poor and urban environments the pressure seems to be on boys to withdraw, while social practices, school safety seems to be important for retaining girls at school; whereas availability of income generating opportunities and flexible seasonal schooling could promote retention for boys (Leach, 2013).

Goal four (4) of the sustainable development focuses on Ensuring inclusive and quality education for all as well as promotion of lifelong learning opportunities for all by 2030. The targets for the goal include, ensuring that all girls and boys complete free, equitable, relevant and quality primary and secondary education; all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education ; eliminating gender disparities in education ;ensuring equal access to all levels of education and vocational training for the vulnerable; including persons with disabilities; indigenous peoples and children in vulnerable situations by 2030. Five of the seven education targets under the SDGs focus on learning outcomes which is a shift from the Millennium Development Goals (MDGs) that solely focused on ensuring access, participation, and

completion in formal primary education and on gender parity in primary, secondary and tertiary education. The SDGs targets highlight that enrolment and participation are the means to attain results and learning outcomes at every stage.

The World community in 2015 adopted education indicators that enable the measurement and comparison of learning outcomes at all levels of education and also capture national averages and variation across different sections of the population defined by group and individual characteristics, such as sex, wealth, location, ethnicity, language or disability and combinations of these characteristics (UNESO, 2015). The first batch of Low-cost Boarding Primary schools (LCBPs) were started in Kenya in 1946 by a renowned religious scholar Shariff Shibly. Shibly arrived in the Northern Frontier Districts (NFD) of Kenya in 1946 from Zanzibar on a bilateral agreement between the Governments of Kenya and Zanzibar. The NFD then comprised the districts of Isiolo, Marsabit, Moyale, Mandera, Wajir and Garissa. Many of the ordinances that governed life in NFD during this time also applied to the then districts of Turkana, Tana River, Lamu, Samburu and Kajiado. With the support of district administration, Shariff Shibly engaged host communities to start LCBPs in Isiolo in 1946, Garissa in 1947 and Wajir in 1948 (Ibrahim, 2012).

The nomadic- pastoralism is characterized by a migratory lifestyle that is dictated by climatic conditions that leads to the occurrence of famines and drought that often results to loss of human life and death of livestock. The ASAL areas most affected by advance climatic conditions are those predominantly occupied by nomadic and pastoral communities. As indicated elsewhere in this report some of the targeted interventions put in place to address challenges affecting the provision of education in Kenya's ASALs have focused on the establishment of LCBPs. Most of the Education Commissions and Education Task Forces appointed by Government in Kenya since independence identified high levels of imbalance in provision of educational opportunities across the country. The Education commissions and task forces recommended policy shift to address the discrepancies in educational access particularly for children from the Arid and Semi-arid areas (Republic of Kenya, 1963; 1976; 1988; 2005 & 2012). Despite the policy commitments by the Government of Kenya, the pastoral nomadic communities have not been very responsive to the education in the form it is provided because it contradicts their way of life which requires each member of the family to give a helping hand for the survival of the entire family.

By 2016 the Government supported 392 LCBPs with an enrollment of 129,396 across the country. There were also another 214 LCBPs with an enrollment of 61,664 established by communities and other stakeholders that were operational awaiting Government funding (MOE, 2016). Over the period 2015 -2018, the Government provided a budgetary allocation of between Kshs.375- 400 million to the LCBPs. This amount was designed to cater for pupil's boarding needs and support staff salaries. Each pupil was allocated an annual figure of between Kshs.3000 to Kshs.4000 for boarding while each support staff was allocated Kshs.3000 per month. The allocation is usually adjusted based on enrolment and the support staff salary have remained constant. Schools are however, authorized to top up the salaries of support staff from the general-purpose grant of the free primary education of Kshs.370 (2003) revised to Kshs. 689 (2018) per child per year. Among the 392 LCBPs supported by National Government, eleven of them are in Kajiado County. From 2015 to 2018) Kajiado County received slightly

more than Kshs 66,807,763 to support the LCBPs. The seven LCBPs sampled received approximately Kshs 38,256,735 against their average enrollment of 3,049.

The LCBPs in Kenya and in Kajiado County were essentially started to achieve the following objectives: Provide educational access to children from nomadic and pastoral communities; encourage children from the pastoral communities to attend, participate and remain in school; assemble large population of children to allow easy access by National and County government to provide school supplies, food and nutritional supplement; reduce daily travelling distances from home to school; provide security to the girl child and protect her from early marriage and female circumcision; accommodate children of the nomadic and pastoral communities as their parents moved with livestock in search of water and pasture. (Republic of Kenya, 1994; Ibrahim, 2012; Republic of Kenya, 1999). The initiative of establishment of LCBPs was first provided for by Government and mainstreamed in the National development plans of 1970-1974 and recommended by most of the educational commissions and committees appointed in Kenya since independence.

The LCBPs that were initially reserved for the children from the nomadic and pastoral communities were later opened to rest of Kenyan children when the Parliament of Kenya amended the Anglo-Masai Agreement that had kept the reserves closed out to non-Masai populations in 1974. The amendment saw infiltration of non-Masai populations into areas initially occupied by nomadic pastoral communities. This resulted to the establishment of more LCBPs through initiatives like the Remote Area Boarding Program (RABP) that was a collaboration between the Government of Kenya, UNICEF and the World Bank. The RABP initiatives was a response to the provisions of the (1970-74) National Development Plan that provided for the establishment of LCBPs to serve the arid and semi-arid lands. The RABP was basically meant to enable the pastoralist households to continue with their mobile lifestyle while their children were left behind in school. Majority of the LCBPs then un-procedurally introduced levies for all children and all children admitted enjoy the Government subsidy irrespective of their background. These charges pushed children from the nomadic-pastoral communities out of LCBPs because their parents either could not afford or they were not familiar with payment of fees and other user charges for education.

The institutionalization of the cost sharing policy by the government of Kenya in 1988 introduced user charges for all social services that affected education enrollment negatively. The cost sharing policy saw the primary school Net Enrolment Rate (NER) dropped from 91.5% in 1990 to 77.3% in 2002 (Republic of Kenya, 2009). The Kenya Government re-introduced Free Primary Education (FPE) in 2003 which saw the enrolment at primary school rise from 77.3% in 2002 to 83.5% in 2009 and to 91.2% in 2016 translating to a total enrollment of 10.28 million pupils in 2016 from 5.9 million in 2002. (Rep of Kenya, 2016). Despite this enormous increase in national enrollment at primary school level, most of the ASAL(s) counties remain under-enrolled at the primary school level with some schools posting below 50% enrolment (Republic of Kenya & UNICEF, 2009; Republic of Kenya, 2014).

Correspondingly government of Kenya in consultation to the ASAL communities deliberately developed the Nomadic Education Policy Framework in 2009. The policy targets children from nomadic and other disadvantaged communities, children living with disabilities, as well as learners in informal settlements. The National Council for Nomadic Education (NACONEK) was established to operationalize the policy and support and coordinate all Government and

stakeholder initiatives in addressing the education challenges among marginalized groups and regions. As indicated elsewhere in this report the national council for Nomadic education has not quite picked up its mandate, and its operations have remained in Nairobi and a few ASAL counties.

The government of Kenya in 2015 retaliated its earlier commitment and proposed a range of new strategies made to attract more children from nomadic and pastoral communities to school; these included: Establishment of more LCBPs, rehabilitation and equipping existing low-cost boarding with facilities that resonate with the needs and aspirations pastoralists; Enhanced monitoring of the operations of mobile schools and low-cost boarding schools for improved quality and standards of education as well as augmenting education access through mobilizing and sensitizing communities through enrolment drives.(Republic of Kenya, 2015). Despite the many targeted interventions made by the Government to address education for the nomadic and pastoral groups, the Kenya End of Decade assessment report (2001-2010) pointed out that the provision of education to the Nomadic population in Kenya remained a challenge and continues to be affected by factors such as inadequate financing of education, inadequate social mobilization of the nomadic communities as well as provision of an education that is not supportive to the nomadic life style.

Kajiado County is one of the Counties in the Rift Valley regions of Kenya. It is located in the southern part of the then Rift Valley Region. It borders the Republic of Tanzania to the southwest, Taita-Taveta County to the South East, Nairobi County to the North and Narok county to the West, (Republic of Kenya, 2010). The County has five sub-counties, namely, Isinya, Kajiado Central, Kajiado North, Loitoktok and Mashuuru. The County has 795 Early Childhood Development and Education (ECDE) centers, 672 primary school (11LCBPs &661regular primary schools), 23 special needs education institution and 147 secondary schools. The county enjoys an above average transition rate from primary to secondary of about 70% with a dropout rate of 30%. The primary school Net enrolment rate in Kajiado was estimated at 79.1% in 2016 against the National average of 91.1% while the gender parity index was 0.97 against the national average of 0.98 over the same period. The Gender Parity is slightly skewed against the girl child and the enrolment is characterized by large gender sub-regional disparities (Republic of Kenya, 2016). The average population density was 19 persons per square kilometer by 1999 population census and increased to 31 persons by 2009 census and 41persons in 2019 census. The public primary schools are scattered over the vast county resulting to majority of school going age children walking an average distance of 5km to and from the nearest school. (Rep of Kenya, 2013).

1.2 Purpose of the study

It is estimated that 21% of school going age children are out of school in Kajiado County and all the LCBPs are under enrolled. (Republic of Kenya, 2019). The data from the school mapping undertaken by the Ministry of Education, Science and Technology in 2011 indicated that, schools in Kajiado are highly scattered with an average distance between schools being 12 Km (Republic of Kenya, 2011). Literature available also indicate that a large number of pupils admitted in the LCBPs in the county are drawn from counties outside Kajiado. Besides the existence of low-cost boarding schools, Kajiado County also has regular public day primary schools made to enroll children from the sedentary populations within the county. Despite the establishment of LCBPs and the heavy Government and community resource investment, over

time the enrolment of children from the local nomadic and pastoral communities has remained low and varies from school to school.

Kajiado County is one of the Arid and Semi-Arid counties in Kenya that benefited from the Government initiative of establishment of (LCBPs) and had eleven (11) of the 392 national low-cost boarding primary schools in 2019. The Low-cost Boarding Primary Schools (LCBPs) were established in Kajiado County just like in the rest of Kenya to address the challenges of educational access by children from the nomadic and pastoral communities living in the County. The LCBPs in Kajiado enjoyed Government support of a capitation grant of Ksh. 3,307 for boarding, a further Ksh. 3,000 per pupil per year for support staff in addition to the capitation provided for every child of Ksh. 1420. (Republic of Kenya, 2018)

In an attempt to address the educational challenges of access and participation the nomadic and pastoral communities, the Government of Kenya and UNICEF commissioned a situational analysis on the provision of education to nomadic and pastoral communities in Kenya. The study recommended the development of a policy framework for nomadic education with a focus on increasing educational access. The study also affirmed that establishment of LCBPs was one strategy of improving educational access (Republic of Kenya, 2009). As a follow up on the recommendations of the situational analysis, the Ministry of Education in collaboration with UNICEF commissioned a further survey on low LCBPs and Mobile schools in Kenya in 2012. The survey sampled sixteen ASAL districts, Kajiado district included. The survey established a myriad of challenges affecting the operations of the LCBPs in Kenya. The challenges included declining enrolment, dilapidated and over stretched facilities as well as under provision of boarding inputs.

The Literature available does not identify any specific study that evaluated the LCBPs. There is also no evidence of any study that has costed the actual cost of maintaining a child in a low-cost board school. This would be the basis for funding the programme. Most studies identified are either reviews or rapid assessments of the programme. The purpose of this study therefore was to undertake a process evaluation of the LCBPs programme to establish the whether the low-cost primary school program in Kajiado county was achieving the purpose for which they were started to serve and provide decision makers, investors and education practioners with specific recommendation to guide appropriate decisions towards improvement of the performance of the LCBPs programme in Kajiado county. The Kajiado County was identified for this study. This evaluation focuses on LCBPs program from conceptualization, through design and implementation.

1.3 Research Objectives

- i. To determine the extent to which LCBPS in Kajiado County are achieving the objectives for which they were started to achieve.
- ii. To determine the adequacy of financial resources provided by both the Government and stakeholders in sustaining children in the LCBPS in Kajiado County.

1.4 Research Questions

- i. To what extent are LCBPS in Kajiado County achieving the objectives for which they were started to achieve?
- ii. Are the financial resources provided by both the Government and stakeholders adequate to sustain children in the LCBPS in Kajiado County?

1.5 Conceptual Framework

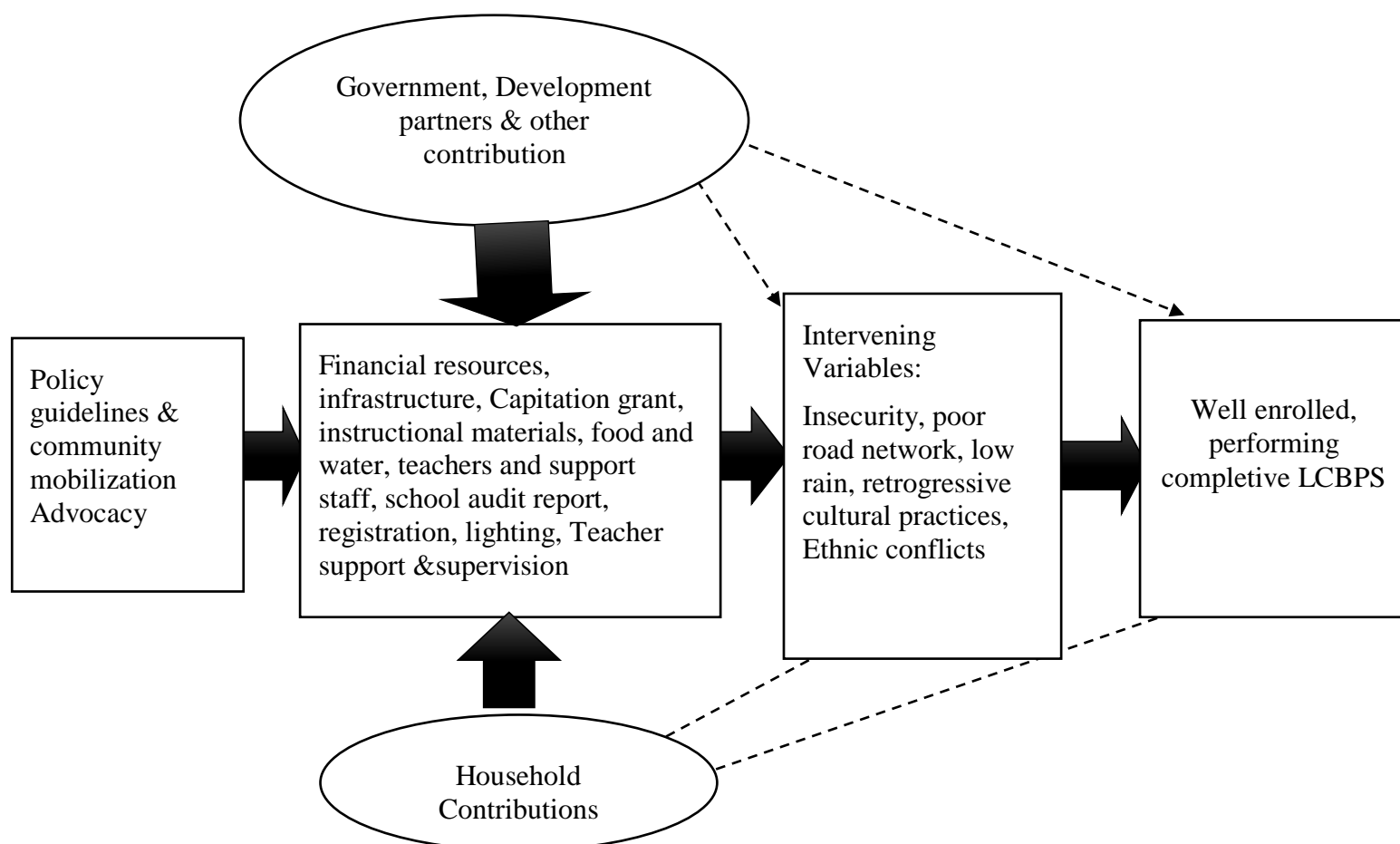


Figure 1: Conceptual Framework

2.1 Theoretical Review

Theories of Development

Reyes (2001) defined development as a social condition within a nation, in which the needs of its population are satisfied by the rational and sustainable use of natural resources and systems. Such utilization and exploitation of such natural resources is based on a technology, which ideally should respect the cultural features of the population of any given country. This definition holds that development is assumed to allow social groups to have access to basic services such as education, housing, health, and nutrition, and respects the cultures and traditions of the social groups within the social framework of a country. Based on this definition therefore, in economic terms development of a Population enables the population to engage government in making decisions of the country in terms of fair distribution and redistribution of national wealth. Under such development the government systems have legitimacy not only in terms of the law, but also in terms of provision of social benefits for most of the population.

According to Vijayalakshmi (2016) Modernization theory is a theory used to explain the process of transformation within societies. It refers to a model of a progressive transition from a 'pre-modern' or 'traditional' to a 'modern' society. Modernization theory holds that it is essential to identify the social variables that contribute to social progress and development of societies, and seeks to explain the process of social evolution. Modernization theory stresses both the process of change and responds to the anticipated change. It looks at internal dynamics while referring to social and cultural structures and the adaptation of new technologies. Modernization theory maintains that traditional societies will develop as they adopt more modern practices. Proponents of modernization theory claim that modern states are wealthier, more powerful, and that their citizens are freer to enjoy a higher standard of living. This view makes critique of modernization difficult, since it implies these developments control the limits of human interaction, and not vice versa. It also implies that it is purely up to human being to control the speed and severity of modernization. Traditional religious beliefs and cultural traits usually become less important as modernization takes hold. This argument negates the theory of social capital in the context of nomadic pastoralism that respects beliefs and cultural norms.

According to Wallerstein (1960) one of the proponents of the theory of world-systems which is another theory of development; there are worldwide conditions that operate as determinant forces for underdeveloped nations, and that the nation-state level of analysis is no longer the only useful category for studying development conditions, particularly in developing countries. Wallerstein (1984) views the state as most active in terms of state operational strength. Thus, from this argument it follows that in the core, the presence of a centralized and powerful state institutional political structure is an indication of weakness rather than strength. This is so because the presence of a strong and rich class would agree to the collective arrangements that require a strong leadership to be imposed on the rest of the society. In the semi-periphery the weakness of the owner-producers requires direct state involvement in the extraction of surplus. Strong state institutions as an indication of strength. Those states in the periphery were seen as the weakest of weak institutional power structures. This argument viewed in line with the regional development disparities in Kenya puts the ASAL as the states in the periphery while the rest is central that disregards the ASAL's very strong social bonds and their very strong governance structures. These characteristics of the pastoral-Nomadic communities if appropriately used could help to domesticate and mainstream national programs like LCBPS.

The proponents of another theory of development the dependency theory like Noah and Eckstein (1988) hold that the world's present state can most reliably be the outcome of domination by the rich over the poor and by domination of the classes and interests of the rich over the poor within nations. While the world view attempts to explain the relationships within and between nation-states, the dependency theory argues that there is usually an identifiable center exploiting a periphery. In such case the dominant class has often used schooling to reproduce a set of values and a system of stratification to mark its continued supremacy. In this case some knowledge becomes legitimated as worthy and desirable; other knowledge is neglected, ignored, or even suppressed. Within such nations and states the objective of thought control is largely achieved. The Dependency theory therefore views educational structures and education content as essential means by which the center exercises thought control over the periphery, reproducing the conditions for its survival and advancement. These means operate not only in obvious ways, but also in ways that are extremely subtle; and it claims to show that the process of thought control is so powerful that parents and citizens are incapable of

recognizing their children's best educational interest and are helpless to make independent choices in the face of overwhelming ideological hegemony. The dependency approach however fails to appreciate that Cultural forms (including education) are clearly much stronger than the theory assumes. The role of nationalism, local and national languages, and national cultures and historical traditions in development appears to disapprove all forecasts about the growth of a global culture. This is true for the Kenya's nomadic pastoralists who have been subject to an education content, material and structure that least appreciates their rich indigenous social and governance structures that education should leverage on and seek to nurture. In the development of an education appropriate for the Kenya's pastoral nomadic communities the social, cultural and administrative structures and values need to be embraced and accommodated for education to be of value. The education envisioned should also appreciate the role and value of indigenous knowledge transfer process that supports the nomadic- pastoralism lifestyles. Cultural transformation process should be gradual and within the social fabric of the communities.

2.2 Empirical Review

2.2.1 Implementation of the Education Programs

Augustine and George (2013) conducted a study on promotion, access and participation in basic education among nomadic pastoralists in North Eastern Province, Kenya. The study used human capital theory and human rights perspective to advocate access and participation in education for nomadic pastoralists in North Eastern Province, Kenya. The study found that the resources devoted to schooling have alternative uses and therefore, the issue is to see how much the benefit of schooling outweighs the costs if using these same resources in the provision of other competing social services. It is quite clear that education can easily develop the province when comparison is made with other provinces that experienced great development as a result of investing in education. The study concluded that the rate of returns to education is a significant benefit for its monetary and non-monetary benefits that addresses socio-economic challenges that have faced the province for centuries.

The Commonwealth of Learning organized an education forum in Garissa – Kenya in 2006 whose themes was” reaching nomadic populations in Africa through flexible education programs”. Scholars drawn from different parts of Africa with experience in provision of education to nomadic population made presentations during the forum. Kakonge (2006) in a paper entitled incorporating nomadic education delivery within education sector plans in Kenya referred to low-cost boarding schools. The paper reaffirmed that the rationale for establishment of low-cost boarding schools was to allow children continue with education as their families moved with animals in search of pasture and water. Low-cost boarding schools also save the learners from walking long distances daily between school and homes in sparsely populated areas. Majority of the presentations in the forum asserted that performance in the Low-cost Boarding Schools was better than in the regular schools and more girls can attend school. Further the forum observed that LCBPs saved the girls from early marriages and female circumcision and the pupils were fed on a well-balanced diet.

Ezeomah, Souza (2006) further observed that LCBPs were insecure for children, the cost of education was high for the nomadic-pastoral communities; educated girls are spoilt; they get pregnant and failed to get married. The participants also noted that graduates from the LCBPs are not guaranteed formal employment after acquiring the education qualification and yet the

skills acquired by the graduates do not support them in their nomadic way of life. The Africa educational trust, a non-Governmental organization (NGO) operating in Kenya from 2014 understudied the educational needs of the nomadic and pastoral communities in Kenya with particular focus to the Masai community of Kenya. The education trust observed that although the Masai are losing their traditional pastoralist livelihood, they have remained isolated from education. The NGO argued that the education policy provisions in Kenya do not address the actual challenges of educational access to the Nomadic pastoral communities as well as their way of life. For example, the provision of free public primary education among pastoralist communities only raised enrolment from 45% to 50% in 2012.

Sifuna (2005) explained that the low education participation by pastoralist people was exacerbated by their inability to pay the relatively high school user charges besides meeting other costs for participating in the boarding schools set up for them. In many of them, boarding fees and other incidentals were unaffordable. The children were expected to bring their own bedding materials and cutlery. These turned out to be very serious hindrances for their participation. There were also problems relating to school food procurement and transportation. In 1977, for example, all boarding schools in Turkana District temporarily closed due to lack of food. The study further found out that the restrictions on upper-primary repetition and competitiveness of the secondary-school selection also forced children from the agricultural districts to transfer to the pastoral districts to repeat so that they could be favored during placement to secondary schools.

2.2.2 Financing Nomadic Education

Muhammad, (2010) in a paper presented at the writer's workshop organized by Commonwealth secretariat and the National commission for nomadic education in Nigeria to prepare guidelines for provision of quality education to Nomads in Africa discussed strategies of financing nomadic education in times of financial crisis. Muhammad noted that availability of accurate and reliable data is a necessary condition to enable national governments to make projections on staffing and provision of teaching and learning facilities. In the absence of real time basic enrollment data education managers are handicapped in seeking to improve cost effectiveness and to explore alternative options of assuring quality learning outcomes with limited financial resources. According to Muhammad the use of reliable data is paramount in projecting funding to nomadic education programs in order to minimize wastage.

Dyer similarly argues that Boarding schools were established as a large-scale state-driven initiative to enable children from mobile pastoralists to access formal provision in Mongolia, Iran, and Nigeria. The report noted that the Mongolia and Iran models were state funded under efforts to integrate the pastoral production system within the national economy. The success of the Mongolia and Iran models was attributed to the state recognizing pastoralism as a legitimate livelihood. On the Nigerian case the residential school have challenges of under- enrolment because they are not adequately funded. Dyer (2016) referring to studies by Sifuna, 2005 &Tahir, 2006 observed that although Boarding schools have been tried in several Commonwealth countries including Kenya and Nigeria, the African experiences suggest that this model of provision is hard to manage and sustain. It is difficult to recruit and retain teachers who have both suitable qualifications and are willing to work in harsh, remote conditions, where both support and teaching resources are lacking.

Hussein (2016) in his study on Effects of Quality Education to Pastoralists Community of Mandera County-Kenya, showed that the Boarding schools were operating below capacity. The low-cost boarding schools were not serving children of the pastoralists appropriately because of underfunding and other provisions. The study recommended that, to make boarding schools more attractive to nomadic pastoralists, the Government need to improve the boarding facilities and improve the living conditions of children within the school. Hussein (2016) further noted that prior to the introduction of the cost-sharing policy, the government fully funded LCBPs and the enrolment was above average. However, the introduction of cost-sharing in 1988 lead to deterioration of the diet and other inputs and in return the living standards and enrolment went down drastically.

3.0 Research Methodology

The study was carried out in the Arid and Semi-Arid lands in Kenya made up of 29 counties based on the national policy for sustainable development of the arid and semi-arid lands (2017) and the Kilifi ASAL conference declaration of 2018. These counties have the lowest development indicators and the highest incidence of poverty in Kenya. The study adopted mixed-methods sequential explanatory, Cross-sectional and a case study designs. The blending of these three designs supported each other in exploring the environment in which low-cost boarding primary school program was implemented in Kajiado County. The study targeted the five sub-counties of Kajiado County namely Isinya, Kajiado Central and Kajiado North, Loitoktok and Mashuuru. The targeted population included all low-cost boarding primary schools in Kajiado County, all teachers and head teachers serving in these primary schools, groups of pupils drawn from classes 5-7, and opinion leaders in Kajiado County, Education officials at the County, the Sub-Counties and the MOE headquarters. All non-governmental organization participating in provision of education in Kajiado County were also targeted.

A total of 60% of the low-cost LCBPs were selected from Kajiado County for the purpose of this study. At least one LCBPs was selected from each cluster considering proportional representation. The LCBPs were clustered into their operational categorization of mixed boarding, boys only, girls only and mixed day and boarding. The LCBPs were further clustered into two clusters using enrollment such that LCBPs with an enrolment of more than 400 pupils were considered as two streamed while those with an enrolment of less than 400 were considered as one streamed. Qualitative data was coded and collapsed to establish emerging themes or patterns in relationship to the evaluation questions and hypotheses. Quantitative data was coded, summarized, and analyzed using both descriptive and inferential statistics. Statistical Package for Social Sciences (SPSS) aided data analysis using frequencies, percentage, means and standard deviation.

4.0 Findings and Discussions

Implementation of the LCBPs Programme in Kajiado County

The study sought information on how effectively the LCBPs program county has been implemented in Kajiado County. Effectiveness was assessed in terms of how well have the LCBPs attracted learners, whether the programme is operating in line with the its stated objectives as well as producing high performance grades in KCPE. One performance indicator is increased contact hours between learners and teachers as well as utilization of the increased contact time. Both the Head teachers and the teachers were asked to explain how a school day

was organized in a typical LCBP school. This was intended to establish whether school had put in place any innovative strategies to maximize on the increased time available to boarding pupils in a school. Majority of the schools visited indicate that a typical day was organized as follows:

Before 8.00 am	Morning preparation.
8.00am – 3.20pm	Normal classes and breaks.
3.20pm – 6pm	Preparations and co-curricular activities.
After 6- 10pm	Supper and preparations
Saturday	Preparations and personal cleaning.
Sunday	Sunday service and general cleaning.

The schedule provided by the respondents on the organization of a day in LCBPs the schools had extra hours every day from 3.20 pm to 10.00pm that were not available to learners in day schools. This indicates that innovative teachers in the LCBPs could provide guided programs for learners to utilize the competitive advantage of the increased availability of pupils in LCBPs. There was, however, no evidence of innovative strategies to improve learning outcomes like targeted remedial coaching, invitations of motivational speakers, organized revision, and supervised discussion groups. The respondents were further asked whether the LCBPs were achieving the expected results and they were quick to indicate that the majority of the LCBPs were not achieving the expected results because of a myriad of challenges they faced. Many of the LCBPs visited indicated that they had introduced a day wing in the school to accommodate pupils who could not pay for boarding facilities but could commute from home. The schools also indicated that they had admitted children from the non-pastoral communities who could afford to pay the fees charged. They also indicated that enrolment in majority of the boarding schools was affected negatively by inadequate resources and facilities due to under provision by both the Government, parents and the communities. One head teacher from one of the schools visited said that:

If we do not admit children from outside the Nomadic–Pastoral communities the LCBPs would probably close down because the schools progressively lose the children from the Nomadic–Pastoral communities through dropping out.

The Head teachers from the schools visited indicated that all pupils who had taken up boarding places were charged to supplement government funding. A scrutiny of the fee's guidelines indicated no difference in charges between children from Nomadic-Pastoral background and those from outside the regions as required by Government and reaffirmed by the working party on education and training of 1988. The working party recommended that children from outside the nomadic- communities pay the full boarding fees while the others paid the subsidized fees. The fees guidelines held in each low-cost boarding primary school also varied from school to school. This made it difficult for parents from Nomadic- pastoral communities to enroll their children in the boarding school. On average boarders were charged Ksh.15, 000 per term irrespective of their background. This discouraged nomadic- pastoralist and communities from enrolling their children as borders and yet they still moved from place to place with animals. The boarding wing of the LCBPs therefore ended up being occupied by pupils from non-

nomadic communities. Asked what should be done to invigorate the LCBPs as initially conceptualized, the respondents indicated that.

Government should increase funding; facilities and living conditions in the LCBPs (dormitories, bed, and mattresses) should be improved; more teaching and support staff should deploy; the diet provided to children admitted in the boarding wing should be improved.

When probed one head teacher remarked:

I attended a LCBP and the conditions were better then, we were provided with all personal effects by the Government and enough food was provided regularly. These days most of the LCBPs are struggling to keep learners in school for a full term because sometimes the food supplies are very expensive and Government grants are irregular and inadequate.

The LCBPs visited were established between 1943 and 1973 as purely low-cost boarding schools to cater for children from Nomadic and Pastoral Communities. In the past the Government provided for all boarding requirements including learner's personal effects. Overtime, the Government stopped funding the supply of personal items and Communities opened more boarding schools without commensurate increase of funding by the Government and development partners. The Government continued to allocate the same funds to be shared between the approved LCBPs. This led to deterioration of living conditions in the schools and the quality of services went down. Boards of Management of the low-cost boarding schools decided to levy parents to supplement the inadequate government funding. Some parents with Nomadic background were increasingly unable to pay the levies charged by the schools leading to drop out of their children. Many of the places left by the children whose parents could not pay the extra charges were taken by children from Non nomadic backgrounds.

Majority of the LCBPs have also opened day wings in their schools. This implies that some members of the nomadic -pastoral communities may have either settled near the schools or the schools are in urban areas where children from the urban areas could attend a day scholar. One of the focus areas for this study was to establish why majority of low-cost boarding schools have remained under enrolled and the factors that influence enrollment. Teachers were asked to indicate the level of enrollment in the schools they served. The information from teachers on enrollment in the LCBPs indicated that 25% of the schools were over-enrolled while 17% were under-enrolled. A scrutiny of the enrolment data presented by schools and the data held at the ministry of education, however, show some discrepancies. Table 1 shows the breakdown and comparison in enrolment between the Governments funded borders and the private ones in the seven schools visited for this study. In majority of the schools there were more learners enrolled than the ones capitated by Government. There were also more borders than the one indicated to be provided for by Government. This confirmed that the concept of LCBPs has changed and many of the LCBPs have day scholars, privately enrolled borders as well as those that are funded by Government. These categories were not known by some teachers in the schools visited. The under-enrollment reported by teachers was therefore not necessarily on the over-all enrolment but on the government supported scholars.

The seven low-cost boarding schools sampled for this study represent all the four categories of LCBPs of Girl's Day and boarding, Boy's Day and boarding, Mixed day and boarding and

Single Boarding. The schools were registered as two streamed LCBPs and were expected to have an enrollment of about 640 children. The enrollment figures in these schools was therefore low for two streamed schools. In 3 out of the 7 LCBPs visited the boarding wings had fewer learners than the day wings as shown in table 4.4. This contradicted the essence for which LCBPs were established. The two data sets from the school and from the MoE directorate of primary education on LCBPs unit show some discrepancies on learners supposed to be supported by Government and those funded. This implies that either schools did not disclose the right data, or the data held at MOE was dated.

In several the LCBPs there were many children enrolled as fees paying borders. This made that the Government in some way was subsidizing education for non-nomadic communities. While it is true the government grant may be inadequate to provide all the services required the BOMs should engage Government and well-wishers to work out a strategy of subsidizing the needy children from Pastoral-Nomadic communities whose parents are unable to pay the levies charged. The capitation provided by Government is based on actual enrolment, making those LCBPs with low enrolment disadvantaged. Ideally capitation should be provided on a differentiated formula to allow schools a standard amount for the provisions basic operations before the rest is calculated based on enrolment. The compounds in most LCBPs were not fenced exposing the children to enormous insecurity particularly the vulnerable girl child.

Table 1: Enrolled as Borders and Enrolment Capitated by Government in 2018

School	Category	Total Enrolment 2018	Children Boarding	Boarding funding by GOK
AIC Kajiado PBS- Kajiado	Girls Day & Boarding School	720	559	481
	Boys Boarding School	491	491	347
	Mixed Day and Boarding	634	634	577
Ibissil	Mixed Day and Boarding	1069	172	392
Isinya	Mixed Day and Boarding			
Mashuuru Loitoktok	Boarding	339	109	346
DEB Rombo	Mixed day& Boarding	856	183	240
Girls	Girls Boarding	527	527	370

Source: Schools & MoE

The enrolment data used for capitation by Government shows some fluctuation in enrollment of borders supported by Government over the period 2016-2019 financial years in all the Seven LCBPs as can be seen in table 2. There is need to establish the reasons for the unstable Enrolment figures of the borders capitated by Government in LCBPs.

Table 2: Enrolment of Government Funded Borders (2016-2019 FY)

	Release of funds	2016/2017Fy	2017/2018Fy	2018/2019Fy	2018 Enrolment data
Isinya	1st Tranche	860	395	392	1069
	2nd Tranche	860	392	385	
Ibissil	1st Tranche	595	580	577	634
	2nd Tranche	595	577	568	
PBS Kajiado	1st Tranche	355	350	347	491
	2nd Tranche	355	347	340	
AIC Kajiado	1st Tranche	489	484	481	641
	2nd Tranche	489	481	474	
Mashuuru	1st Tranche	354	349	346	339
	2nd Tranche	354	346	340	
DEB Loitoktok	1st Tranche	813	500	240	856
	2nd Tranche	813	240	234	
Rombo Girls	1st Tranche	378	373	370	527
	2nd Tranche	378	370	363	

Notes: The low-cost boarding funds were released in two tranches of Ksh.1535 in 2016/17 and 2017/18 and Ksh 2000 in 2018/19. The respondents were asked to indicate the most appropriate education model for, and pastoralists' communities and they stated that, the original model of the LCBPs was most appropriate because it was adequately provided for by both Government and stakeholders. When probed to explain why some of the LCBPs were under enrolled they indicated that;

The levies charged by the schools were prohibitive to the nomadic and pastoral populations; the facilities like dormitories in the LCBPs are dilapidated and inadequate; food and other supplies are inadequate; most of the Nomadic and pastoral Communities do not understand the Value of Education and therefore fail to pay the charges introduced by the BOM.

Respondents were further asked to state in their opinion what should be done to enroll and retain more children from nomadic and pastoral communities in the LCBPs and they said that:

The government should increase funding; staffing needs to be improved; levies charged on parents should be regulated; amount of served to children need to be increased and quality improved; provide more dormitories, beds, and mattresses; provide water and improve sanitation; create awareness to nomadic communities and encourage them enroll children in school and improve performance in KCPE.

The information provided by the respondents on enrollment in LCBPs indicate that enrollment was affected by several factors the most outstanding being under provision both human, financial and other facilities in the schools.

4.2 Financial Resource provided to LCBPs by Government, Households and Stakeholders

The study on financing and expenditure in education in Kenya (MoE/UNESCO, 2013) identified the national government, communities, households and the private sector as the main entities financing education in Kenya. In the 1971-74 development plan the Government deliberately provided a budget line to fund establishment of low-cost boarding schools across northern Kenya. Similarly, the Government abolished fees for districts with unfavorable geographic conditions majority of these districts were in the ASAL regions. As observed elsewhere in this report, these strategies did not have significant impact on the overall school participation in the Northern Kenya. Instead, a trend had emerged where children from non-ASAL enrolled and took advantage of the education provision targeting pastoral nomadic communities. This led to the disenchantment expressed by Government in the 1974-78 development plan that stated:

The experience to date is that the cost per child in the low-cost boarding schools has been extremely high and the actual response has been disappointing in terms of increased enrollment by children from the indigenous population. The Government therefore shall reduce the scope of this particular program until its effectiveness has been demonstrated.

Resources made available to LCBPs from whatever source were spent on a variety of activities that include provision of infrastructure, payment of salaries for non-teaching staff, procurement of instructional materials, provision of boarding facilities, food and transport, water and lighting, examinations and medical costs. The households supplemented the upkeep of learners in LCBPs by providing uniform, personal clothing, and other personal effects to the children.

Recurrent education expenditure as a share of total recurrent expenditure for the Government of Kenya averaged 24 percent before 2009 and was on an increasing trend during the 2010-2018 medium term planning period. This trend is associated with the increased recruitment of teachers, the increased per pupil/student capitation in primary and secondary education subsidy programs as well as they payment of examination registration fees for all learners. On average, Kenya spent 25 percent of its domestic revenue on education recurrent expenditure as shown in table 4.6 (Rep of Kenya, 2018). These figures show that education is highly prioritized by the Government of Kenya.

Table 3: Government Recurrent Expenditure on Education, 2010/11-2015/16

	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
E Education Recurrent expenditure as a share of total recurrent expenditure	22.4%	25.7%	23.4%	23.1%	24.6%	24.3%
as a share of domestic revenue (Excluding grants)	25.9%	26.8%	27.4%	26.5%	25.4%	-
as share of GDP	5.0%	5.2%	5.2%	5.0%	4.9%	4.8%

Republic of Kenya, 2018.Education Sector Analysis

The total expenditure in education over the years grew in nominal terms with the Government and household contributing bulk of the total expenditure on education at 87.8 percent in 2010 and other stake holders financing the balance. (Republic of Kenya, 2013). Based on the 2016-2019 enrolment in LCBPs, the National Government per child capitation for boarding supplies was Kshs.3070 (2016-7) financial years which was increased to kshs.4000 (2018/2019 (FY) as shown in table 5.7. The actual amounts made available to schools, however depended on enrolment which have been unstable year in year out causing a fluctuation of funding made available to school. This fluctuation in enrollment is a concern because the capitation by Government in the LCBPs has been decreasing year in year out. It looks like there is need for further study to establish the other competing interests over the child against education so that they can be allayed.

The Government also provides Kshs.3000 per month towards the salaries of support staff in the LCBPs, this amount is released half yearly. Schools have been advised to top up the support staff salaries from operations and maintenance portion of the Government per pupil capitation grant of Kshs.1020 per year which was shared as Kshs.650 for instructional materials and Kshs.370 for operations and maintenance up to 2018 that was revised to Ksh.1420 shared (kshs.731 for instructional materials and kshs.689 for operations and maintenance in 2018.

Literature available does not provide a unit cost of keeping a child in a LCBPs which would be the best basis for funding LCBPs. Some attempts to estimate the unit cost per child were made through several studies: The study on assessment of LCBPs and mobile schools initiated by Ministry of education and UNICEF recommended a unit cost of Ksh.25000 per child per year. (Ministry of Education, 2009). The Task Force on realignment of education to the constitution (Odhiambo task force) did not focus on LCBPs but proposed an enhanced capitation unit cost of Kshs 6855 to cater for one lunch meal. The Odhiambo task force did not consider breakfast and supper for boarders in their report. (Rep of Kenya, 2012). The report on financing and expenditure of education in Kenya developed by MOE with technical support from UNESCO put the unit cost of keeping a child in a boarding school at Kshs.23,882 (Rep of Kenya & UNESCO, 2010). The UNESCO study was detailed and had made heavy stakeholder consultation. Respondents in this study were asked several questions to elicit information on the extent to which the funds provided by government and other stakeholders were adequate to sustain children in LCBPs. Head teachers from the schools visited provided a three-year indicative annual budget (2015-2018) indicating the proportions of the budgets funded by different stakeholders.

A comparison between the school's budgets and the funding available from all sources indicated a huge discrepancy between the proposed school budget and the funding levels by government and parents. A scrutiny of the school's budgets however, brought out cases of unrealistic budgeting by majority of schools. In all cases the school budget were not able clearly indicate the sources of funding particularly parental contribution. In the schools that seems to have done appropriate budgeting, they had a huge budget deficit which they said was never serviced and goods and services obtained were carried forward as a pending bill. This implied that either schools borrowed from suppliers and carried forward a pending bill year in year out or some services were never provided compromising the quality of service provision at the LCBPs. Informed by the fact that funding from Government was not enough, Boards of Management (BOMs) needed to do realistic budgeting clearly indicating the source of funding.

Similarly, an analysis of the schools' budgets further indicate that parents funded a large portion of the budget. This placed, a big burden of financing school to parents implying that children from the Nomadic Communities whose parents did not appreciate the value of education might be denied access to education through LCBPs if their parents did not pay the additional cost required to keep children in school. The main cost driver to boarding appears to be food provision. This study sought to run a projection to estimate the cost of feeding children in the LCBPs that estimated what should be provided to keep a child in the school at the minimum cost. The following sections builds a case for need to revise the feeding model in LCBPs.

The main cost driver of education in LCBPs is the boarding facility whose main cost is food for feeding the learners. Literature available does not show any study or any attempt that has established the cost of feeding learners in LCBPs. To establish the cost of feeding children in LCBPs, this study sought to know from teachers the typical menu in a LCBPs. Teachers reported that most LCBPs served learners a combination of common foods. A review of the information provided by teachers on the common menu served in Low-cost boarding schools indicate besides Rice majority of schools are served regular foods consumed in the non ASAL regions. This indicates that the learners have adjusted to sedentary feeding habits otherwise the main meals served in the ASAL environment is Rice, meat, and milk. Literature available indicate that the living conditions in majority of LCBPs are very poor and the food served is inadequate and of low dietary value. To establish what learners felt on the quality of food served as well as the quantity. A rating scale with statement on food was presented to learners. They were asked to respond to a statement on whether the food served in the school were balanced with protein, starch and vitamins, majority (53%) of the learners indicated that meals served in their schools were not balanced with proteins, starch and vitamins.

A further statement was presented to find out if the quantity of food served was enough and (46) of the learners indicated that the food served in their schools was not enough. Based on information on common meals served in LCBPs as reported by teachers, this study attempted to rationalize the cost of feeding children in LCBPs. The estimates are based on the Ministry of education's Home-Grown School Meals program (HGSMP) Implementation guidelines. The Home-grown school meals provides a daily Nutritious mid-day meal to pre-primary and primary school children. The HGSMP food basket comprises of: Cereals (maize, rice, sorghum, and millet) which is supplied at 150 grams per child per day; Pulses (beans, pigeon peas and cowpeas) supplied at 40grams per child per day; vegetable oil supplied at 5 grams per child per day and iodized salt at 2 grams per child per day.

This package is provided to schools in ASAL and other disadvantaged areas to be served for lunch to all children in LCBPs. The estimates amount to 706 kilo calories, 23 grams of protein and 11 grams of fat per pupil per day which accounts for 33 percent or 1/3 of the daily nutritional requirement. These estimates were extrapolated to provide an estimated cost for food provision in LCBPs. The same proportions were worked for breakfast and supper for a whole school term and different options calculated to develop an estimate meals package for boarding schools to enable simulate a unit cost of keeping a child in LCBPs. Different combinations were developed, and average cost worked out in Kenya shillings.

Besides the estimated cost of food, there are other cost that need to be included which include: Salaries of PA teachers, top up for support staff salaries, lighting and other operational overheads estimated at Ksh 4000 per child per year in a single streamed school. This gives an

estimate of Ksh.20, 456 per child per year. As indicated elsewhere in this report, the Head teacher's estimate of the proportional funding for all other cost drivers in LCBPs varied from school to school and compared very unfavorably with government capitation per child. The figures presented by Head teachers are presented in table 17a and were not found useful to inform decisions on funding low-cost boarding schools. It is important to observe that while the cost of inputs vary from region to region depending on food production cost, it is possible to develop an average cost based on the national food pricing index. A comparison between the Government provision for boarding against what school charge and the estimates in this study, indicate that LCBPs cannot realistically operate their boarding wing on the government capitation. The different proposals from the available studies on the unit cost of keeping a learner in a LCBPs are suggested as shown in Table 4.

Table 4: Proposed Estimates of Keeping a Child in a LCBPS for A Year

Source	Unit cost of keeping a child in LCBPs
Researcher's costing	20,456
UNESCO Costing	23,882
MoE/UNICEF Costing	25,000
Recommended charge/capitation per child per year	24,000

Analysis of Tables 5 against Government provisions of Ksh.4000 indicates that the households still contribute substantial amounts of money to supplement government capitation to learners in LCBPs. These estimates indicate that LCBPs may not survive on government capitation as provided. If pupils therefore will attend LCBPs without paying to supplement government, the government needs to review the capitation grant to at least Ksh.24, 000. This estimate may be reviewed after every three years.

5.0 Conclusions

The Nomadic-pastoral communities require basic education packages that resonate more appropriately with their mobile way of life. Such education programs would integrate the mandatory religious teachings. The organization of educational programmes should also appreciate the mobility of the communities and their cultural values. To ensure effective implementation of the LCBPs, it is recommended that the following arrangements are put in place by the respective ministries and departments of Government as well as the development partners and communities. Literature indicates that the models of LCBPs that have worked well in the world have worked because the state governments funds them well and appreciate the contribution of the host community to the national economy. The LCBPs programme in Kajiado County was inadequately resourced by both the National Government and the communities. The school's Infrastructure was inadequate, dormitories were congested, and some learners slept on the floor while others share beds. The non-teaching staff were few and overstretched working for long hours. There were no resource guidelines to support resource mobilization. There was also no real time data to facilitate appropriate budgeting.

6.0 Recommendation

Based on the finding of the study the following recommendations are made: There is need to develop an institutional financial framework to guide the costing of the provision education in the LCBPs so that children from the ASAL are comfortably accommodated. Such framework would facilitate mobilization of nomadic and pastoral communities to participate in the planning of education for ownership to support the Government and development partners to adequately resource the LCBPs with Human, facilities, and equipment for decent boarding living conditions. The findings of this study indicated that the LCBPs programme had not been adequately resourced and this had affected their operations. Based on the finding therefore, it is further the recommended that an appropriate model for funding provision of education to children from Nomadic and pastoral communities needs to be developed. The model to contain a well-defined resource mobilization strategy. Other parts of the world have introduced a tax levy to fund nomadic education. This could be established for Kenya and be supported by the by the rich ASAL production system. The approved model should allow learners to movement between systems and institutions and recognize the traditional values that the nomadic pastoralist embrace and cherished as well as preserve the culture of the people.

The extra levies charged by the schools need to be regulated and supported by appropriate guidelines. Since the constitution commits the state and the parents to provide free and compulsory basic education to all children, it is essential for the government to review the capitation to LCBPs with a view to establishing a differentiated formula for capitating children in LCBPs to allow schools a standard amount for the basic provisions and for basic operations before the rest is calculated based on enrolment.

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