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Abstract

The Kenya National education sector strategic plan 2018-22, highlighted the challenges facing the ASAL region in relation to provision of education to include: the mobile nature of the community which make the provision of formal learning in fixed schools difficult; Persistent security issues in some ASAL regions that frequently interrupt learning; inadequate boarding facilities in the Low-cost Boarding Schools; Geographic barriers such as the rough terrain and long distances to the existing schools; Weak management and capacity of school boards of management; weak co-ordination frame work between various stakeholders that support education provision in ASAL regions; Poor school performance in national examinations; inhibitive cultural practices that impact negatively on access to quality education and high levels of poverty that makes it difficult to provide for hidden educational costs. 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. 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 study revealed that some of the challenges that were facing the implementation of LCBPs in Kajiado County were; inadequate funding by the national government, inadequate boarding facilities (both infrastructure and other facilities), inadequate teaching and support staff, delayed disbursements of funds by government, the levies charged by School prohibit local pupils from accessing LCBPs, nomadic–pastoral parents were unable to pay the charges by LCBPs, there was low awareness on value for education by nomadic parents, the dormitories in the LCBPs were congested forcing learners to share facilities like beds and mattresses that made them uncomfortable, food was inadequate and not balanced, instructional materials were inadequate and the LCBPs environment is insecure for girls. The study concluded that most schools had inadequate water and poor sanitary facilities like toilets and that the school compounds had no fence around them exposing the learners to insecurity, there was poor transport networks serving the schools and majority of the schools had introduced unregulated levies which had affected enrollments. The study thus recommended that the Ministry of education should establish a strategy with a multi- sectorial outlook to coordinate and link up all service provision in the ASAL regions by all Ministries and departments for the benefit of education provision.

Keywords: *Challenges, Implementation, Suggestions, Improvement, Assistance, LCBPS, Programme.*

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 to assist in meeting the education cost incurred by the poor families living in the urban slums (Lunenburg, 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 like school feeding programs that support school to run well. 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). 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 putting further pressure on vulnerable and marginalized children to dropout. Gendered social practices within households and communities influence differing patterns of education 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 and school safety seems to be

important for retaining girls at school, availability of income generating opportunities and flexible seasonal schooling could promote retention for boys (Leach, 2013). Most education systems worldwide have undergone reforms to address the emerging needs of the 21st century.

Education in the 21st century is expected to be focused for the purpose of MDGs and Vision 2030 (Care, Kim, Vista & Anderson, 2018). This requires streamlining the education sector towards increased retention. For increased retention in any educational system there must be a great concern for the social life of the school-aged children who enroll in large numbers. Since these children are primarily engaged in learning experiences, it is important to consider the potential impact of their lifestyle on brain development. Inadequate nutrition, substance abuse, maternal depression, exposure to environmental toxins, trauma and quality daycare may negatively affect brain development in young children (Elmassah, Biltagy & Gamal, 2021).

According to the Global monitoring report GMR (2014), the populations most at risk were the hard-to-reach, the marginalized, those affected by conflicts, as well as those living in the informal settlements. The Global Monitoring Report pointed out that attaining the two education MDGs of Universal Primary Education (UPE) and Eliminating Gender Disparities at all levels of education by 2015 was not only depended on mass enrolment drives, but also required retargeting to reach the marginalized groups who were unable to access the education opportunities. The global monitoring report 2014 recommended initiating interventions that focus on these groups of the population at risk to address the challenges they face towards the achievement of improved education performance.

The SDG agenda calls for an explicit focus on equity, including equity-specific goals such as Goal 5 on gender equity and Goal 10 on reductions in inequalities. The World community in 2015 adopted education indicators that enable the measurement and comparison of learning outcomes at all levels of education and 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).

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 to address the educational needs of the pastoral nomadic communities, they 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.

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.

As shown elsewhere in this report, LCBPs were conceptualized and actualized in the first Kenya National Development Plan (1970-1974). The plan provided a budget line for establishment and support of LCBPs and defined their objectives. The second Kenya National Development Plan (1974-1978) however, identified challenges in the operationalization of the LCBPs program and proposed reduction of funding to the program until an evaluation to establish its viability was undertaken. The main concern was why the schools remained under-enrolled despite the heavy funding as well as the model being highly recommended as the most appropriate for the nomadic pastoral communities. The resource allocation to the LCBPs from the National Government were however, neither reduced as earlier recommended nor reviewed upwards. There has also not been a comprehensive evaluation undertaken on the LCBPs in Kenya to establish their efficacy to date.

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 has been provided for by Government and mainstreamed in all development plans and recommended by most of the educational commissions and committees appointed in Kenya since independence.

The LCBPs initially reserved for the children from the nomadic and pastoral communities were however, later opened to the 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 the ASAL counties that were initially occupied by nomadic- pastoral communities by people from the rest of Kenya who were not necessarily practicing nomadic pastoralism. The government in liaison with development partners established 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 National Development initiative that emphasized the need to support and accelerated development of 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 boarding school.

The (1974-78) Development Plan however, advanced an argument that the (RABP) was facing some challenges because the nomadic- pastoralists had not quite embraced the RABP initiative and majority of the schools remained under-enrolled. The plan recommended the review and reduction of funding to the program until its effectiveness was demonstrated (Republic of

Kenya, 1974). The funding to LCBPs was not reduced as recommended and more national policies in favor of educational support to the pastoral communities were introduced. Such policies included the 1973 Presidential Decree outlawing fees payment for all children from classes 1 to 4, and the eventual abolition of school fees in all classes in primary schools in 1978.

The presidential working party on education and manpower planning ten years later challenged the policy decision of establishing low-cost boarding primary schools by observing that the objectives of providing boarding schools were unlikely to be achieved in decades because of their operational concerns. The working party recommended to the government to progressively align the management of such boarding schools with other boarding schools in the country and have them supported by the communities and parents. The committee further recommended that parents from non- ASAL areas who choose to enroll their children in low-cost boarding primary schools, should pay for the full cost of boarding and feeding while the Government continues to meet the cost of boarding for children from arid and semi-arid districts (Rep Kenya, 1988; Kamunge, year?).

Despite these numerous interventions and initiatives by Government of Kenya and development partners to improve access, equity and quality of education to the ASAL regions, close to 2 million children aged between 6 – 14 years were out of school in 2019 in Kenya (KHPC, 2019). Available evidence reveals that the figure of out of school children in Kenya is shared by specific pockets, from which the Arid and Semi-arid regions claim a lion's share (Department of Education-ILO implementation strategy for IPEC/APBET, 2012). The factors influencing low school participation by Children from ASAL background range from the cost of education, the insensitive nature of formal schooling to Kenyan nomadic and pastoral communities, low interest of families to invest in education which they rated as irrelevant and of poor quality (ILO, 2009).

The initiative of establishing Low-cost Boarding Primary Schools (LCBPs) was basically championed by host communities or development partners and in several cases initially supported by the national government. The government support over time reduced to subsidy that catered for the provision of school instructional materials, food, and employment of both teaching and non-teaching staff. Parents and guardians provided personal effects to their children. The operational arrangement of LCBPs has since changed to admit day scholars expanding the operations to the categories of mixed day and boarding, mixed boarding, and single sex boarding schools.

The Kenya National education sector strategic plan 2018-22, highlighted the Challenges facing the ASAL region in relation to provision of education include: the mobile nature of the community which make the provision of formal learning in fixed schools difficult; Persistent security issues in some ASAL regions that frequently interrupt learning; inadequate boarding facilities in the Low-cost Boarding Schools; Geographic barriers such as the rough terrain and long distances to the existing schools; Weak management and capacity of school boards of management; weak co-ordination frame work between various stakeholders that support education provision in ASAL regions; Poor school performance in national examinations; inhibitive cultural practices that impact negatively on access to quality education and high levels of poverty that makes it difficult to provide for hidden educational costs (Republic of Kenya, 2013). The sector plan further notes that despite the establishment of LCBPs and the heavy resource investment by Government, development partners and the community over time

participation of children from the local nomadic and pastoral communities has remained low and the LCBPs schools have remained under-enrolled.

The Government and development partners have continued to be innovative and initiated more targeted intervention in provision of education to the ASAL communities, the mobile schools were for example started in the 2000’s still to address the challenges of provision of education to the pastoral communities in ASAL (Republic of Kenya, 2018). The Government the flagship project under vision 2030 further re-affirmed its commitment for addressing the unique education needs of the pastoral communities by stipulating that, at least one low-cost boarding primary school will be built in each Constituency in the pastoral counties as a policy declaration. (Republic of Kenya, 2017).

Table 1: Distribution of the LCBPs in the Kenya ASAL Regions

County/District	Number of LCBPs	Enrollment
North Pokot	3	1,100
West Pokot	34	12,357
Central Pokot	08	3,008
Kajiado	11	5,233
Narok	16	7,037
Turkana	54	23,101
Turkana south	03	1,000
Samburu	37	19,573
Baringo	29	2,661
Koibatek	07	1,450
Transmara	03	1,451
Keiyo	02	785
Usain Gishu	01	342
Narok South	04	1,954
Mandera	25	9262
Mandera west	04	480
Mandera central	04	710
Wajir	27	3,786
Wajir west	02	160
Ijara	10	2,712
Garrissa	19	6,885
Fafi	02	318
Kilifi	02	191
Kwale	01	100
Tana River	10	1,110
Lamu	02	445
Tharaka	03	1,482
Meru south	01	145
Moyale	10	965
Isiolo	10	3,861
Marsabit	27	3,522
Mbeere	06	557

Lagdera	06	2,151
Laikipia north	04	407
Total	3261	120,301

MoE, 2009

Majority of them were established by the Communities in collaboration with development partners and well-wishers and do not get Government subsidy. The distribution of enrolment in public and private primary schools in Kajiado County is as shown in Table 2.

Table 2: Primary Enrolment, Gross and Net Enrolment Rates (public & private)

COUNTY	Enrollment			Gross Enrollment rate (GER)			Net Enrollment rate (NER)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Kajiado	85,426	81,622	167,048	95.3%	90.2%	92.7%	80.4%	77.7%	79.1%

Table 3: Distribution of LCBPs in Kajiado County and Their Disaggregated Enrolment

S/No.	Sub- County	School	Enrolment	Boys	Girls
1.	Isinya	Kimelok Primary	237	36	201
2.		Isinya Primary	560	560	-
3.	Kajiado Central	Ibissil	455	197	258
4.		Ole-Kejuado Primary	360	-	-
5.		Nangingoi	388	-	388
6.	Kajiado North	Olkiramatian A. Z.	546	306	240
7.		AIC, Kajiado	650	-	650
8.	Mashuuru	Mashuuru Primary	420	190	230
9.	Loitoktok	DEB Loitoktok	804	417	387
10.		Rombo Girls	537	-	537
11.		Olgulului Primary	418	238	180
		Total	5375	1944	3071

Source: MoE 2016

The enrolment in most low-cost boarding public primary schools in Kajiado County is skewed against the boy child as shown in Table 3. This supports the objectives of establishing the LCBPs whose main interest was to protect the girl child from early marriages and other cultural factors as well as encouraging them to enroll and remain in school. This process evaluation assessed the challenges affecting the actualization of the LCBPs program in Kajiado County and recommends strategies that could address the challenges to realize returns on investment on LCBPs

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).

To reaffirm the government commitment to addressing challenges to provision of education to nomadic pastoral communities, Article 43 of the Constitution of Kenya, 2010 on the bill of rights declared education as a right to every person while article 53 (1) (b) provides for free and compulsory basic education for every child. Article 2(b) of the same Constitution upholds those treaties and conventions ratified by Kenya form part of the laws of Kenya. Accordingly, Kenya has over the years ratified several key regional and international conventions which provide guidance to the provision of education. These include the African Charter on Human and People's Rights whose Article 7 provides that every individual shall have a right to education; Article 11 on the rights and welfare of the child provides for free and compulsory basic education for the child and obligates states towards this right. This is in line with the Universal Declaration of Human Rights (UDHR) (1948) which similarly provides a right to education to every child. The Kenya Basic Education Act (2013) actualizes the right of every child to free and compulsory education and criminalizes denial of admission to basic education institution as well as holding back a child and failure to present a child to school (Republic of Kenya, 2013).

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. The report further noted that the provision of education in Kenya in general is also faced with numerous challenges that must be overcome to achieve quality education for all children, youth, and adults. These challenges include geographical and gender disparities in access and achievement of education performance indicators. These elements are worst amongst the marginalized population groups that include those living in the informal settlements and the pastoral and nomadic populations. The Kenya post 2015 education priorities were developed based on the recognition of the prevailing strengths and the lessons learned from End of decade assessment.

Kajiado County is one of the Counties in the Rift Valley regions of Kenya. It is 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 (Republic of Kenya, 2016).

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 skilled

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 41 persons 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

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 an average Government support capitation grant of Ksh. 3,307 for boarding, a further Ksh. 3,000 per pupil per year for support staff. Additionally, all each learner was provided a capitation of Ksh. 1420. (Republic of Kenya, 2018)

As indicated elsewhere in this report, it is estimated that 21% of school going age children are out of school in Kajiado County and most of the LCBPs are under enrolled. (Republic of Kenya, 2019). Primary schools in Kajiado are highly scattered with an average distance between schools being 12 Km (Republic of Kenya, 2011). Literature available also indicate that many 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 nomadic and pastoral communities has remained low and varies from school to school.

The Ministry of Education in collaboration with UNICEF commissioned a 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 study made some general recommendations to mitigate against the challenges afflicting the LCBPs in Kenya. The recommendations were not specific enough to guide decision making towards improvement of the performance of the schools (Republic of Kenya, 2012).

There is no evidence of any evaluation of the low-cost boarding programme in Kenya to ascertain whether it is achieving its intended purpose of serving the nomadic and pastoral communities as anticipated by the program objectives at inception. 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 which would be the basis for funding the programme. Most studies identified during the review of literature are either investigations 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 Questions

- i. To what extent are LCBPS in Kajiado County achieving the objectives for which they were started to achieve?
- ii. What are the challenges if any faced in the implementation of the LCBPS in Kajiado County and what suggestions may assist improvement of the implementation of the programme?

1.7 Conceptual Framework

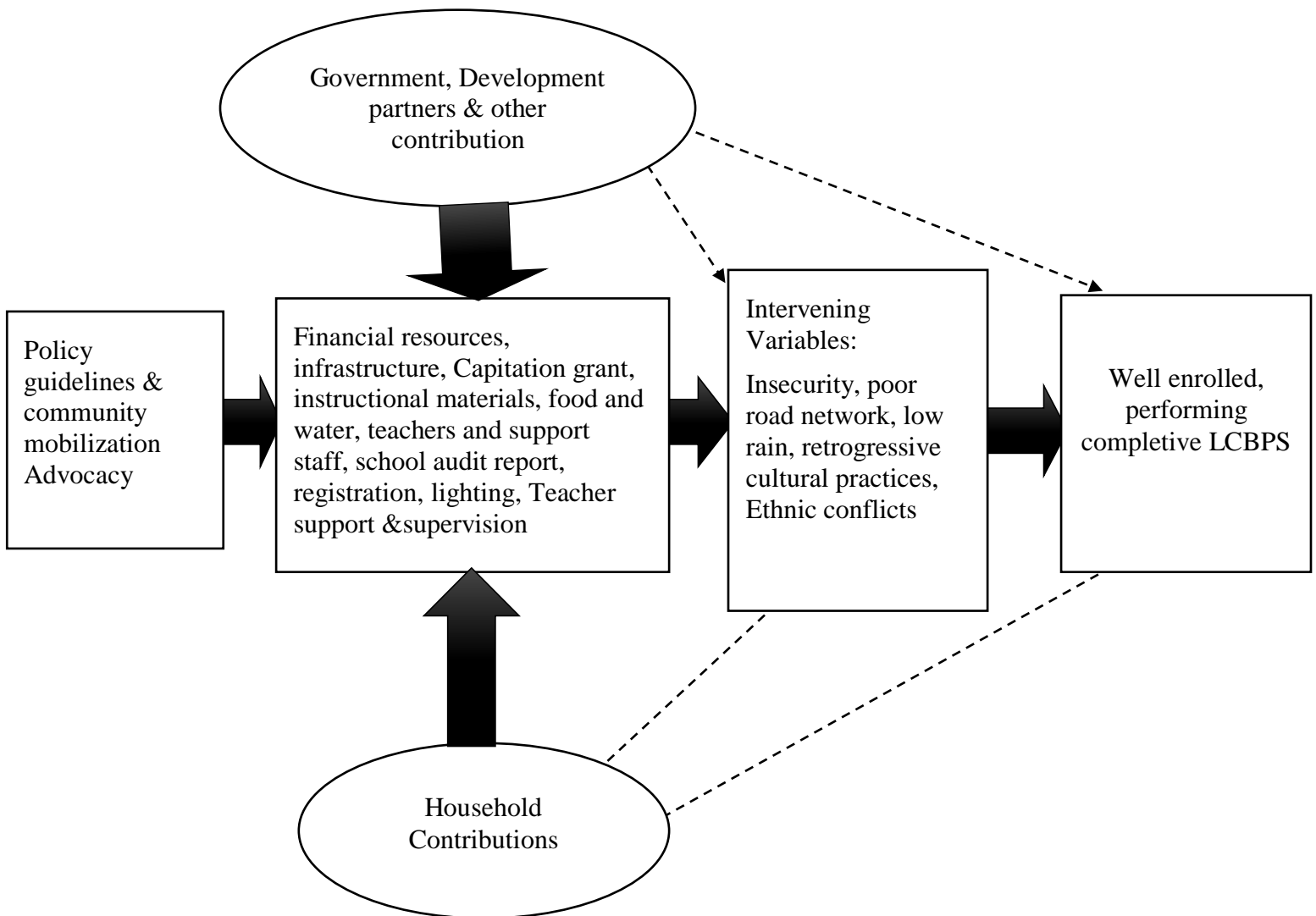


Figure 1: Conceptual Framework

2.1 Theoretical Framework

Theories of Development

The theories of development are also used in this study to explain the development of education among the nomadic and pastoralists communities of Kenya. These theories include modernization, Dependency, world systems and the globalization. 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 natural resources is based on 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.

Vijayalakshmi (2016) attempted to relate education and modernization and argues that Modernization is a process of socio-cultural transformation and observed that Secular and scientific education are important means of modernization. According to Vijayalakshmi (2016) education is seen to help in the diffusion of modern values of equality, freedom, and humanism. The modern school system is associated with the inculcation of achievement motivation. These values usually form the basis of new relations in the society and growth of rationality that enables the development of administrative system. The spread of modern education is therefore seen to lead to the emergence of modern political elite in any country who provide leadership in development. The diffusion of scientific and technical knowledge by modern educational institutions helps in the creation of skilled manpower to play the occupational roles demanded by the industrial economy. Other values like individualism are also inculcated through education. Thus, education has been an important means of modernization.

Vijayalakshmi (2016) further asserts that Modernization helps a nation to establish its own identity and to meet the needs of the people. It brings a change in the outlook of the people and enriches the physical and economic life of the people's Characteristics such as acceptance of New Ideas, curiosity to acquiring new knowledge. It also increases social mobility and helps in embracing new work values. Modernization Increases social interaction and enhances Mass education through mass communication and relates Education to productivity so that there is an increase in production. It encourages Social and national integration and holds that the dynamism in education should bring about changes which support the process of

modernization. The proponents of the modernization theory argue that Education should develop social, moral, and spiritual values so that the individual accept them in pragmatic form and develops his character. According to the modernization theory, modern societies are more productive, children are better educated, and the needy receive more welfare.

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 state in the periphery were 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.

Giovanni further argues that the systems of values, believes, and the pattern of identity of dominant -or supreme- and the alternative -or subordinate- groups within a society are the most important elements to explain national characteristics in economic and social terms. The globalization position from the Weberian theory of the 1920s appears relevant to the current world conditions especially in terms of the diffusion and transmission of cultural values through communication systems, and they are increasingly affecting many social groups in all nations. The globalization approach therefore is skewed toward a gradual transition rather than a violent or revolutionary transformation. For the globalist's authors, the gradual changes in societies become a reality when different social groups adapt themselves to current innovations, particularly in the areas of cultural communication.

Under the current conditions, the main aspects that are of interest from the globalization perspective to the development of education for nomadic pastoralists would be the empirical evidence for propositions concerning cultural variables and their change at the national and regional level and the Interactions among the different levels of power from region to region, and from particular social systems which are operating around the world. It would also be important to review how new patterns of communications are affecting the minorities within each society. Viewed from this perspective the social system within the nomadic pastoralists connects the regions very well to the Diaspora which in turn connects them to the international communities. The globalization theory is therefore useful in engaging the Nomadic-pastoral communities in planning for the educational provision.

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.

Dependency theorists further proclaim that the poor and the weak are rendered incompetent to judge their own best interests by the process of cultural reproduction. This is achieved by the powerful, who effectively control access to knowledge and who establish certain values and disestablish others to support their own interests. This viewpoint is well represented in the Kenya's regional development disparities where the ASAL have been marginalized in many development facets. In line with the dependency theory which affirms that the poor and the weak are often subjugated, and that to date the ASAL regions continue struggling in educational access and equity against the more advantaged regions. The conditions of provision of education is standard expect for the LCBPs which are under resourced by the Centre. In such case education stands accused as the major instrument of this behavioral influence.

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 Review of Empirical Studies

Ayiro et al., (2015) in his study on provision of education to the 'hard to Reach' in nomadic communities in Kenya explore why nomadic children in the counties of Turkana and West Pokot still lag in access and participation in the primary education process despite the Free Primary Education (FPE) initiative by the government of Kenya. The study considered variables of low enrolment, poor attendance, and unsatisfactory academic achievement as contributors to low uptake of education by the communities of Turkana and West Pokot. The findings of the study showed that provision of education to nomadic pastoralist children in these counties is mainly constrained by the long distances between schools and low population densities that make it difficult to attract enough numbers in classrooms; the inadequacy of education infrastructures; education curricula that is not adapted to pastoral modes of life; scarcity of teachers and absenteeism of children. In addition, insecurity was found to be a major threat to school attendance in both Turkana and West Pokot.

The study noted that although the government has established both fixed and mobile community schools for pastoral communities in Turkana and West Pokot, the interventions have not yielded the expected outcomes and enrollment among the pastoral-nomads have remained low. The study cautioned that introduction of levies by schools inhibited access and recommended that charges by LCBPs need to be regulated to affordable levels. Ayiro (2015) suggested

establishment of Low-cost boarding schools combined with distance learning through radio as some proven viable alternatives for education delivery to nomadic and pastoral communities.

It is however cautioned that the recommendation from the Ayiro (2015) study should be used cautiously because they are based on a small sample of respondents that included 10 parents, 1 male and 1 female primary school teacher, and one school head teacher, 2 administrators (District Education Officer-DEO & District Officer-DO), 4 local leaders (Chief, Assistant Chief, Woman Leader and Church Leader) and interviewed 10 children in each of the two counties. There were 2 focus groups of 8 persons per county comprising of 2 administrators, 2 local leaders and 4 parents (2 male and 2 female).

The study used a mixed method approach collecting both qualitative and quantitative data and concluded that the following factors inhibit access and participation of nomadic-pastoral children to education: inadequate funding by Government, introduction of school levies by schools, inadequate teaching and support staff, facilities, and inadequate supply of water. Most of the studies on Low-cost boarding reviewed point to enormous challenges affecting provision of education to the nomadic pastoralist communities. The main solutions proposed point to under resourcing of the LCBPs as well as lack of involvement of the local communities in the planning of education for their children. These solutions proposed are in line with the findings of this process evaluation.

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) was used to analyze data using frequencies, percentage, means, standard deviation, regression analysis tests were applied to test hypotheses.

4.0 Findings and Discussion

The study found that 71.4% of the head teachers that took part in this study were male's while 28.6 % were female. This distribution indicates that the appointments to school management continues to perpetuate gender discrimination with fewer female teachers taking position of school headship. The study found that all the head teachers had served in their positions for a period varying from 24 to 29 years and had undertaken professional development courses that varied from diploma in management to Guidance and Counseling as well as courses in Gender responsive pedagogy. Information on experience and qualifications of school heads indicate that many head teachers are old and have undertaken professional development courses for skills upgrading beyond the basic P1 certificate courses. This is encouraging because it indicates the primary schools are headed by administrators with the qualifications higher than the basic P1 certificate. Majority (58%) of the teachers that took part in this study were male, compared to 42% female teachers. The results imply that most of the teachers in schools in the County are male teachers. The results showed that most (42%) of the teachers had P1 as the highest level of academic qualification in teaching, 25% of the teachers had diploma as the highest level of academic qualification, 21% had a bachelor's degree while 13% had a master's in education degree. The teachers working experience varied from seven to 30 years of service. The study further found that over 50% of the teachers have acquired qualifications beyond the entry P1 certificate courses an indication that the primary schools are taught by teachers who are highly qualified and highly experienced. Most of the pupils (57%) were girls, while 43% were boys. The results imply that the LCBPs in the county have not achieved the gender parity and majority of the learners in the schools were girls. This skewed gender distribution was in support of the idea that the nomadic pastoral communities preferred to enroll their girls to LCBPs.

4.1 Extent to which the objectives of LCBPs Program are being Achieved

The respondents were asked to indicate which objectives were achievable, and they indicated that majority of the objectives were achievable. They however, indicated that most of the objectives were not being achieved. When probed for reasons why they thought the objectives were not being achieved, they gave the following explanations:

Facilities including infrastructure particularly dormitories were inadequate hence limited access; the LCBPs were greatly understaffed with both teaching and non-teaching staff compromising the quality of services provided; performance in KCPE was below average in majority of LCBPs because of understaffing and inadequate teaching learning materials; food was inadequate and of low quality making the school environment unfriendly; schools charged levies to all children irrespective of background thus defeating the intention of Government in establishing LCBPs targeting poor children from nomadic communities; condition for admission of all children to LCBPs were pegged on ability to pay the charges hence making the schools out of reach for children from nomadic background.

The respondents were further asked to indicate in their view what should be done to achieve the objectives of LCBPs, and they gave the following proposals:

Increase the Government funding; employ more teachers and support staff; include all LCBPs in the School Feeding Program and make it more regular; improve infrastructure and other facilities in the LCBP schools; disburse capitation grants on time; provide

more resources to the LCBPs and eliminate levies charged on learners; improve the diet provided to pupils in the LCBPs and increase the quantity of food and engage the communities to enroll children in school.

The respondents were further asked whether the objectives were realistic, and they responded in the negative. They supported their response by observing that while the intention of establishing Low-cost boarding schools was appropriate, the government has not developed a clear funding framework for operationalization of the LCBPs. The schools were seriously under-resourced. There was no rationalized budget framework informed by empirical evidence on the actual cost of keeping a child in a boarding school. One opinion leader from one of the NGOs supporting provision of education in the county observed that:

The school boards of management result to charging parents fees to fill in the funding gaps because if children are enrolled the school management will have to keep them in school and they cannot be maintained on government grants because they are inadequate.

Based on the information provided by the respondents and figures provided as funding levels, there are indication that the objectives of establishing LCBPs are unrealistic because strategic plans, policy guidelines and national budgets did not allocate adequate resources to actualize the LCBPs plan as articulated in Government plans. The education field officers in their response indicated that the LCBPs were under resourced because the capitation to LCBPs is not rationalized and the Government has not revised the capitation grant in line with raising cost of living and increased enrolment. One senior sub- county education officer in Kajiado said that:

The government has continued to provide support to a fixed number of LCBPs leaving out any newly established schools. The pupil's capitations for LCBPs is based on the 1970 situational analysis which does not seem to have been appropriately rationalized and has not been revised in line with changing market trends. Registration of new LCBPs should be based on available funding and number of children. New LCBPs have been established when the existing ones are under enrolled. The MoE has continued to share the amounts allocated to the first lot of LCBPs with new upcoming LCBPs affecting the quality of services provided at school level.

Information from head teachers indicated that the support staff salaries allocation has remained as low as of Ksh 3000 per month as of 2018. This is extremely low in relation to the recommended minimum national salary for domestic workers which has been pegged at between Ksh 7240.95- Ksh 8636.30 per month according to the regulation of wages (General amendment order, 2017).

One head teacher of one of the boarding schools remarked:

Even with this low salary the funds are not released regularly, we have not paid our workers for the last two months and we are not sure when Government will release the funds, these people you see here are very frustrated; we just plead with them to continue providing the serves hoping one day their salaries will be reviewed upward and funds to school made available on time.

Based on the information adduced from the respondents it emerges that while the idea of establishing LCBPs was a noble one, there is no funding criteria developed based on realistic

assessment of the how much it will cost to establish and operationalize LCBPs in Kenya. This scenario affects the morale of both teaching and the support staff as well as the quality of life in LCBPs and the enrolment of learners and need to be revised.

4.2 Challenges that Face LCBPs in Kajiado County

Traditionally in the regular school system, infrastructural facilities such as classrooms, dormitories and toilets are provided by the communities while the Government provides teaching staff salaries and instructional inputs such as teaching and learning materials and other related inputs. The Government of Kenya made a commitment to build, equip and provide the classrooms and dormitories in LCBPs while the households only enrolled the learners and provide them with their personal effects.

The literature reviewed for this study did not indicate any structural and conceptual framework set up by the Government of Kenya to guide the establishment and operationalization of the LCBPs. The infrastructure put up in majority of schools is therefore not standard and is based on resource that communities or development partners can raise. The infrastructure varies in size and quality from school to school. This scenario is likely to expose the establishment and management of LCBPs to enormous challenges.

To establish the challenges of implementation of LCBP the respondents in this study were asked to enumerate some of the challenges facing the implementation of LCBPs in Kajiado County and the following were presented as the main challenges.

- Inadequate funding by the national government.
- Inadequate boarding facilities (both infrastructure and other facilities)
- Inadequate teaching and support staff.
- Delayed disbursements of funds by government.
- The levies charged by School prohibit local pupils from accessing LCBPs.
- Nomadic –pastoral parents are unable to pay the charges by LCBPs.
- There is low awareness value for education by nomadic parents.
- The dormitories in the LCBPs are congested forcing learners to share facilities like beds and mattresses that makes them uncomfortable.
- Food is inadequate and not balanced.
- Instructional materials are inadequate.
- The LCBPs environment is unsecure for girls.
- Most of the LCBPs are staffed with non-local teachers who do not understand the local culture and hence unable to relate the teaching and learning to the local environment.
- The schools have enrolled Pupils from outside the nomadic communities meaning that the LCBPs initiative has taken a national outlook and may not prepare learners on the nomadic –pastoral culture and lifestyle.
- The curriculum offered does not relate to nomadic communities' lifestyle and hence many learners find it unfriendly.

A review of the challenges advanced by the respondents indicate that the respondents see the LCBPs in their traditional forms despite the and reforms that have taken place in the country and in education. This presents a case for public awareness on the changing environment under which Education is currently being provided including that in the LCBPs. This also calls for

the management boards of LCBPs to be innovative and develop strategies of domestication of the national and county policies and guidelines to their schools.

5.0 Conclusions

The LCBPs in Kajiado County were under- enrolled and perform below average in the education performance indicators of community social mobilization, and support for improvement of academic performance. Most schools had inadequate water and poor sanitary facilities like toilets. The school compounds had no fence around them exposing the learners to insecurity. There was poor transport networks serving the schools and majority of the schools had introduced unregulated levies which had affected enrollments. The educational providers in the county were not coordinated making the county vulnerable to running many overlapping programs. The County did not have a prioritized and coordinated framework for educational investments. The National council for nomadic education was established by the Basic education act 2013 to help address challenges affecting achievement of educational performance in ASAL. The schedule provides clear mandate, functions, and the operational framework. The Council has not reached out to ASAL regions as envisaged in the legal provision and its operations were limited in the field.

6.0 Recommendation

Based on the finding of the study the following recommendations are made: There is need to develop an intuitional 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 in Kajiado County performed below the national average in most of education performance indicators. Such indicators include community support to schools, enrollment drives for enhanced enrollment, as well as academic performance. Based on the findings of this study on the challenges facing implementation of LCBPs in Kajiado County, the following recommendations are made to respond to the challenges facing the LCBPs in the county.

Ministry of education

- i. Establish a strategy with a multi- sectorial outlook to coordinate and link up all service provision in the ASAL regions by all Ministries and departments for the benefit of education provision.
- ii. Establish model LCBP schools that integrate nomadic pastoral way of life as much as possible with excellent facilities and management to show the nomadic pastoral communities that their children are safe and education in LCBPs is relevant. Such a schools would attract as many learners as possible.

National council for Nomadic education of Kenya

- iii. Support community opinion leaders to develop communication strategies to popularize the role of education in development and relate it to pastoral means of production for enhanced ownership and increased enrolment.
- iv. Sensitize and support the pastoral- nomadic communities to review their way of life in relation to adding value to their products by using improved marketing strategies for the pastoral products including organization for credit facilities.
- v. Initiate and support review of the national teacher development and management strategies with a view to developing targeted training, recruitment, deployment, and retention strategy for teachers serving in ASALs.
- vi. Establish a strategy with a multi- sectorial outlook to coordinate and link up all service provision in the ASAL regions by Ministries and departments for the benefit of education provision.
- vii. Establish model LCBP schools that integrate nomadic pastoral way of life as much as possible with excellent facilities and management to convince the nomadic pastoral communities that their children are relevant and safe. Such a schools would attract as many learners as possible.
- viii. In partnership with other stakeholders, the Government to encourage and support the use of open and distance learning facilities, like community radios, for mobilization, sensitization, and public education of the nomadic and pastoral communities on the value of education to the nomadic and pastoral communities.
- ix. In partnership with education stakeholders, and Government departments encourage and support the use of open and distance learning facilities, like community radios, for mobilization, sensitization, and public education of the nomadic and pastoral communities on the value of education to the nomadic and pastoral communities.

Information gaps.

It is recommended that the following information gaps are filled through research studies.

- i. Establishment of an appropriate teacher recruitment and staffing model.
- ii. Establishment of multi -sectoral development model for ASAL region.
- iii. Establishment of funding model for nomadic education.
- iv. Establishment of a real time data collection model to inform planning and financing nomadic education.
- v. Establishment of framework on how the nomadic economy can support education.

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