

ABSTRACT

FINANCING PRIMARY SCHOOL
FACILITIES IN KENYA

A DISSERTATION

SUBMITTED TO THE GRADUATE EDUCATIONAL POLICIES COUNCIL

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS

for the degree

DOCTOR OF EDUCATION

by

JOTHAM OMBISI OLEMBO

DISSERTATION ADVISOR: Dr. Philip E. Ballou

UNIVERSITY OF NAIROBI LIBRARY



0146351 2

BALL STATE UNIVERSITY

MUNCIE, INDIANA

AUGUST, 1974

FINANCING PRIMARY SCHOOL FACILITIES IN KENYA

Jotham Ombisi Olembo
Ed.D.
Ball State University, 1974

Advisor: Dr. Philip E. Ballou

The purpose of the study was to develop guidelines and specific recommendations for financing construction of primary school facilities in the Republic of Kenya. Due to implementation of universal primary school education in Kenya, there was need to accelerate construction of primary school facilities. Based on resources and procedures utilized for raising money for financing school construction, it was determined there would not be enough funds available to meet the increasing demand for primary school facilities.

To develop guidelines and recommendations, two instruments in the form of questionnaires were designed and sent to selected District Commissioners and Headmasters involved in construction of primary school facilities in Kenya. The responses recorded on the questionnaires returned to the United States were analyzed.

Another source of information were the Annual Reports from District Education Officers compiled by the Ministry of Education in Kenya. Three volumes of the Annual Reports were mailed to the United States and were analyzed.

In the review of related literature, the methods and procedures for financing public school facilities in eleven countries across the continents of Africa, Asia, North and South America were analyzed.

The major findings of the study were:

1. Seventy-four per cent of the families with children enrolled in primary schools paid the cost of the construction of primary schools.

2. Eighty-four per cent of the Headmasters reported children of primary school age were not in school because parents were unable to pay fees.

3. Forty-eight per cent of the Headmasters reported that all school age children in the district could not be accommodated in existing school facilities.

4. Finance, labor, and transportation were listed as major problems encountered in the construction of primary school buildings.

5. Headmasters in 10 of the 19 primary schools suggested taxation as a means for securing additional revenue for the construction of primary school buildings.

6. Fifty-nine per cent of the District Education Officers in 1970; 83 per cent of the District Education Officers in 1971; and, 66 per cent of the District Education Officers in 1972 reported school buildings and classrooms were inadequate.

7. The national government of each of the 5 African countries was listed as a source of financing school construction.

8. State or provincial governments provided some form of financial aid for school construction in the United States, the Republic of China, and Mexico.

9. National governments provided most of the funds needed for school construction in Egypt and Israel.

10. The national government of New Zealand paid the total cost of school construction in local districts.

11. Ninety-eight per cent of school building construction in the United States has been financed by the taxation of property in the local school district.

12. The issuance of bonds, by local school districts for school construction in the United States, has been universal in 49 of the 50 states.

The major conclusions were:

1. Universal primary education has been accepted as a goal to be achieved in many of the developing nations of the world.

2. It is essential that the national legislative body pass appropriate measures or laws which commit the nation and its resources to achieving universal primary education.

3. Sufficient money must be appropriated by the national government to provide substantial assistance to local school communities in need of new primary school facilities.

4. An equitable taxing structure must be established so that regional, district or local school community taxpayers will provide some funds to help finance needed school building programs.

5. The establishment of a system which would permit regional areas, districts, or communities to issue general obligation bonds against the taxable wealth of the unit is needed in order to secure local share of funds to finance needed primary schools.

FINANCING PRIMARY SCHOOL
FACILITIES IN KENYA

A DISSERTATION
SUBMITTED TO THE GRADUATE EDUCATIONAL POLICIES COUNCIL
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
for the degree
DOCTOR OF EDUCATION

by
JOTHAM OMBISI OLEMBO

Approved by:

Philip E. Ballou
Committee Chairman

July 1, 1974
Date

Merle T. Stroman
Committee Member

July 1, 1974
Date

Ronald W. Jones
Committee Member

July 1, 1974
Date

John J. Schweder
Committee Member

July 1, 1974
Date

Robert S. Sears
Committee Member

July 1, 1974
Date

BALL STATE UNIVERSITY
MUNCIE, INDIANA
AUGUST, 1974

ACKNOWLEDGMENTS

The writer is indebted to those who by virtue of their wisdom, understanding, and assistance made this study possible.

A special word of appreciation is extended to the members of the writer's doctoral Committee, Dr. Philip Ballou, Chairman, Dr. Merle Strom, Dr. Donald Jones, Dr. John Schroeder, and Dr. Robert Sears. Dr. Ballou and Dr. Strom were especially helpful with suggestions and aided in the progress and success of the research.

The author also wishes to acknowledge the valuable assistance of the following authorities: Mr. Edward E. Lang'at, Kenya Education Attache, Washington, D.C.; Mr. John Osogo, Head of Primary Education, Kenya Ministry of Education; Mr. Ombaka, Ministry of Education; selected Headmasters; Mr. Saul P. Mulama, District Officer, Homa Bay; and Professor Reuben Okwomba, University of Nairobi.

Sincere thanks is extended to Mrs. Nancy Bonge for her typing of the preliminary copies. Gratitude is also extended to Mrs. Billie Snyder for editing and typing the manuscript.

A very special thanks is extended the author's parents, Mr. and Mrs. Charles Okwomba Olembo; Adopted parents Rev. and Mrs. Dwight McCurdy, Mr. and Mrs. Clyde Kirkpatrick, Late and Mrs. Garland Hardy, Mr. and Mrs. Elvin Cunningham, Mr. and Mrs. Dale Adcock, and financee Waveney Seaforth, for financial assistance and continued encouragement.

TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS	ii
LIST OF CHARTS	v
LIST OF TABLES	vi
 Chapter	
. I. INTRODUCTION	1
Organization and Administration of Primary Education in Kenya	8
Purpose of the Study	11
Definition of Terms	13
Procedure and Methodology	13 ✓
Determining the Population	14
Questionnaire Development	15
Treatment of Data	16
Testing and Refining the Instruments	17
Organization of the Study	17
II. REVIEW OF RELATED LITERATURE	18
Section I	18
Liberia	18
Mexico	19
Egypt	21
New Zealand	23
Senegal	25
Somalia	26
The Republic of China	28
Israel	28
Lebanon	28
Malagasy	29
Section II: The United States	29
Section III: Kenya	40
Summary	50
III. PRESENTATION AND ANALYSIS OF DATA	51
The Data of the Questionnaires	51

Chapter	Page
Data from Ministry of Education Annual Reports . . .	71
Condition of School Building and Sources of Financing	71
Problems and Comments on Primary School Buildings, 1970 through 1972	77
Financing School Buildings in Ten Selected Countries	79
Financing School Buildings in the United States . .	85
Summary	90
 IV. FINDINGS, CONCLUSIONS, GUIDELINES FOR IMPLEMENTATION FOR KENYA, AND RECOMMENDATIONS	 96
Findings	97
Conclusions	99
Guidelines for Implementation for Kenya	101
Long Range Guidelines	102
Short Range Guidelines	105
Recommendations	109
Recommendations for Further Study	109
 APPENDIXES	 111
A. Letter to District Commissioners	112
B. Letter and Questionnaire sent to Headmasters	115
 BIBLIOGRAPHY	 119

LIST OF CHARTS

Chart	Page
1. Organization and Administration of Primary Education	12
2. Proposed Organization and Administrative Chart of Primary Education	108

LIST OF TABLES

Table	Page
1. Headmasters Reporting, Year and Month of Beginning of School Building Project, Year and Month Construction was Completed and Total Construction Time to Project Completion	52
2. Headmasters Reporting Year and Month of Beginning School Building Project, Year and Month the Completion is Hoped, and Length of Time for Project Completion	53
3. Methods of Financing School Building Construction in Selected Kenya Primary School Districts as Reported by Primary School Headmasters	55
4. Number of Shillings Charged for Each Child and/or for Each Family for School Construction as Reported by Selected Primary School Headmasters	57
5. Headmasters Response to Question Whether Children Not in School Because Parents Were Unable to Pay Fees, Children Were Not in School Because There Were No Facilities in School to Accommodate All School Age Children	58
6. Type, Amount and Percentage of Financial Aid Provided to Local School Districts by District Councils	60
7. Nature and Source of Aid Provided for Construction of Primary Schools from Sources Other Than Families and District Councils Are Reported by Primary School Headmasters	62
8. Approximate Cost Per Classroom, Average Size Per Classroom and Number of Students to be Accommodated in Each Classroom	65
9. Principle Sources of Funds to Purchase Classroom Furniture	67
10. Problems Encountered by Headmasters in Construction of School Buildings	68

Table	Page
11. Suggestions by Headmasters for Securing Additional Revenue for School Construction	70
12. Physical Condition and Financial Sources for Construction of Primary School Buildings as Reported in the 1970 Annual Report of the Ministry of Education	72
13. Physical Condition and Financial Sources of Primary School Buildings as Reported in the Ministry of Education's Annual Report, 1971	74
14. Physical Condition and Financial Sources of Primary School Buildings as Reported in the Ministry of Education's Annual Report, 1972	75
15. General Problems Encountered and Comments by District Education Officers in Relation to Primary Schools in Kenya 1970 through 1972	78
16. Major Sources of Financing Primary School Buildings in Five African Countries	82
17. Major Sources of Financing Primary School Buildings in Three Asian Countries	84
18. Major Sources of Financing Primary School Buildings in Mexico and New Zealand, 1966	85
19. Two Plans and the Advantages and Disadvantages of the Various Plans for Financing School Building Construction in the United States	87
20. Types of and Advantages and Disadvantages of General Obligation Bonds	89

CHAPTER I

INTRODUCTION

Kenya, an independent state in East Africa and a member of the Commonwealth of Nations, borders Ethiopia and the Republic of the Sudan on the North, Uganda on the West, Tanzania to the South, Somali Republic and the Indian Ocean to the East. Situated astride the equator, Kenya has a total area of 224,960 square miles, including 5,172 square miles of water. Kenya took its name from Mount Kenya, from the Kikuyu Kiri-Nyaga the Mountain of Whiteness. Nairobi is the capital of Kenya.¹

Kenya achieved independence from England on December 12, 1963, and assumed republican status a year later. His Excellency Mzee Jomo Kenyatta became the first Prime Minister, and a year later, the first President when Kenya became a republic. Under the leadership of Kenyatta the various regional and racial groups have been welded into a national state with a unitary constitution.²

The Senate has been amalgamated with the House of Representatives to form a single chamber, the National Assembly. The 1962 census reports that Kenya had a total population of 8,636,263, of whom 8,365,942 were Africans. Population estimates for mid-1966 report

¹"Kenya," Encyclopedia Britannica, 1973, XIII, 299.

²Ibid.

a total of 9,643,000 persons, including 9,370,000 Africans. The probable rate of natural increase of the African population, which comprises 97 per cent of the total, has been predicted to be about 3 per cent per annum. The non-African population of 1966 was estimated to have numbered 273,000. A total of 188,000 Indians, Pakistanis and Goans form the largest non-African group in Kenya. It has been estimated that Arabs numbered 28,000. After having increased steadily to an estimated 61,000 persons in 1960, the European population declined to 43,000 persons in 1966. The overall density of population in 1966 has been computed to have been 43.4 persons per square mile.³

The population densities within various regions of Kenya present striking regional contrasts. Extensive areas in the north and east sections of the country are almost uninhabited. The distribution of population has been very sparse throughout the Masai districts of Southern Kenya. High population densities have developed in the Western plateaus, in the East Highlands, and in selected areas along the coast. Average district densities for 1966 was 620 and 442 persons per square mile for Kisii and Kakamega areas respectively compared with densities of 467 and 387 persons for the districts of Kiambu and Muranga in 1966. Selected specific areas within such districts have far higher density. The West Kenya Highland and the adjacent central section of Rift Valley have been characterized as sparsely populated. The

³Ibid., p. 302.

Southeastern margin of the East Kenya Highlands, extending into the Masaku and Kitui districts were also sparsely populated.⁴

A low degree of urbanization has existed within Kenya. Fewer than one-tenth of the total population of Kenya have lived in towns of more than 2,000 inhabitants. The principal urban centers of Kenya in 1962 were: Nairobi, 266,796; Mombasa, 179,575; Nakuru, 38,181; Kisumu, 23,526; Eldoret, 19,605; Thika, 13,952.⁵ As of 1962 most Africans were self-employed as peasant cultivators. Since 1962 Africans have moved into towns and urban centers at an ever faster rate as paid employment positions have been secured in agriculture, public service, manufacturing, repair industries, and commercial businesses. In mid 1960 there were 36,000 Indians, Pakistanis, and Goans in paid employment. Indian and Pakistani citizens have been predominantly employed in commercial and artisan fields of work. Goan citizens have been primarily employed in clerical service and the tailoring industry. Europeans have been employed primarily in professional, commercial, and technical employment, even though a significant number were engaged in agriculture. Most Europeans have been urban dwellers. More than one-third of all Europeans have lived in Nairobi which has a multi-racial population like all other major towns in Kenya.⁶

Primary education was started in Kenya, as well as in the whole of East Africa, through the work of missionaries during the

⁴Ibid.

⁵Ibid.

⁶Ibid.

nineteenth century. As early as 1847, Krapf and Rebmann, the intrepid German Lutherans in the employ of the Church Mission Society of London, started a school at Rabai near Mombasa.⁷ By the end of the nineteenth century other missionary groups had joined the Church Mission Society in the educational enterprise. Missionaries received little or no government subsidy until 1911, when the first Kenya Education Ordinance was enacted, and a Director of Education was appointed. The next major development relative to primary education came in 1919.⁸ The Commission Report recommended that four systems of education, namely, European, Indian, Arab, and African be established within Kenya.⁹ The four systems have been integrated into one system since 1963. The Education Ordinance of 1924, enacted by the Kenya Legislative Council, established partnership between the government and church missions making it possible for the government to provide financial grants to church missions.¹⁰ The Kenya Legislative Council appointed a study commission under the direction of Archbishop Beecher in 1949. The study commission's report, known as the Beecher Report, split primary education into two sections namely primary proper and intermediate.¹¹

⁷Annual Report on Primary Education 1970 (Nairobi: Ministry of Education, Primary Section, January 1971), p. 2. Church Mission Society of London was a group, members of the Church of England, that sponsored Missionaries to Africa.

⁸Ibid.

⁹Ibid.

¹⁰Ibid., p. 3.

¹¹Ibid., p. 2.

Primary education became increasingly the responsibility of District Councils, especially financially, in 1948. The Ministry of Education in 1962 retained control over curriculum and inspection. The 1968 Education Ordinance steered away from the regional character to national education. The Education Ordinance of 1968, while upholding national character and control of education, placed the actual administration in the hands of District Councils by removing schools from missionary bodies which had previously run the primary schools with subsidies from the District Councils. District Councils were responsible for the administration and financing of primary school education from local taxes, school fees, and government grants.¹² The District Councils did not function as well as the government had anticipated. Thus, in 1970, the government of the Republic of Kenya assumed total responsibility for primary education.¹³

When Kenya achieved independent status from Great Britain on December 12 of 1963, some fifty per cent of the children of primary school age were attending primary schools.¹⁴ Efforts by the colonial government to expand educational opportunity in the years immediately preceding independence had coincided with an enormous and unparalleled public demand for education. In the

¹²International Yearbook of Education, Vol. XXIX (Geneva: Unesco: International Bureau of Education, 1967), pp. 239-244.

¹³Annual Report on Primary Education 1970 (Nairobi: Ministry of Education, Primary School Section, January 1971), pp. 2-4.

¹⁴Ernest Stabler, Education Since Uhuru: The Schools of Kenya (Middletown, Connecticut: Wesleyan University Press, 1969), p. 25.

1963 election campaign, the promise of universal free primary education was a basic plank of the Kenya African National Union platform. Financial constraints made the fulfillment of the promise a long-term goal.¹⁵ The government of the Republic of Kenya established the Ominde Commission which, in its report, emphasized the need for universal primary school education.¹⁶ At the current stage of development in Kenya, education has been an economic rather than a social service. Education has been the principal means for relieving the shortage of domestic skilled manpower and for equalizing economic opportunities among all citizens.

Enrollments in primary schools rose from 981,553 pupils in 1963¹⁷ to 1,427,188 in 1970.¹⁸ The number of primary schools increased from 5,150 in 1964 to 6,120 in 1970.¹⁹ The 1970-74 Kenya Government Development Plan has assigned a high priority to universal primary school education.²⁰ Even though heavy educational expenditures will be required the government has proposed to

¹⁵James R. Sheffield, Education in Kenya (New York: Teachers College, Columbia University, 1973), p. 86.

¹⁶Ernest Stabler, Education Since Uhuru: The Schools of Kenya, p. 25.

¹⁷African Socialism and Its Application to Planning in Kenya (Kenya: G.P.K. 1291-2, 500-4/65 Government Printer, 1965), p. 40.

¹⁸Newsletter No. 45 (New York: Information Section, Kenya Mission to the United Nations, December 1970-January 1971), p. 7.

¹⁹Ibid.

²⁰Kenya Government Development Plan, 1970-74 (Nairobi: Government Printer, 1966), p. 310.

increase enrollments from an estimated 60 per cent of all primary children in 1968 to 75 per cent in 1974. An increase of some additional 600,000 primary school students by the end of the six-year period has been anticipated.²¹

One of the problems that the Kenya Government has had to contend with, as the Government strove forward toward universal primary school education, was the birth rate. In 1970 the birth rate was 50 per 1,000 of the population while the death rate in that same year was 17 per 1,000 of the population resulting in a natural increase of 33 persons per 1,000 per annum.²² The increase in the birth rate meant more children in schools, which required expansion of school facilities. A report made by the Ministry of Finance and Economic Planning Statistics Division revealed that nearly half of the population of Kenya was comprised of dependents under fifteen years of age according to the 1969 census.²³

The physical facilities available could not accommodate all school age children if universal primary school education were to be implemented. An estimated 70 per cent of primary school age children were enrolled in grade one by 1965.²⁴ Ninety per cent of the primary school facilities, especially classrooms, required

²¹Kenya Ministry of Education Annual Report, 1969 (Nairobi: Government Printer, 1969), p. 4.

²²Republic of Kenya (New York: Information Section, Kenya Mission to the United Nations, December 1970-January 1971), p. 2.

²³Ibid.

²⁴African Socialism and Its Application to Planning in Kenya, p. 40.

improvements.²⁵ Speaking at the National Assembly of 1972, the Minister of Education reaffirmed the government pledge to provide free universal primary school education. The Minister did, however, point out that construction and maintenance of primary school facilities was the responsibility of local people. District Education Boards, the Minister explained, would take over the responsibility of providing and maintaining primary school buildings. The Minister of Education disclosed that 29 District Education Boards had been established.²⁶

Organization and Administration of Primary Education in Kenya

At the time of the study the legislative body of the Republic of Kenya was a representative body. All members of the National Assembly were elected. Since 1964 a President has been the head of the executive branch of the government. The President, like members of the Cabinet, was a member of the National Assembly. The President appoints members of the Cabinet primarily from the membership of the National Assembly. Members of the Cabinet were answerable to the President and the National Assembly which was the legislative branch of the government of the republic. According to the Kenya Constitution, laws and policies administered by the executive branch of the government must have been first

²⁵Kenneth King, "Development and Education in Narok District of Kenya. The Pastoral Masai and Their Neighbors," African Affairs, Vol. 71, No. 285 (October, 1972), 392. In Narok and twelve other districts, the overall attendance rate in primary school is less than 20 per cent of the eligible age group.

²⁶Kenya Newsletter, Vol. 1, No. 7 (August, 1972), 8.

enacted by the National Assembly. Every member of the Cabinet has been assigned to one or two ministries by the President.

The Minister of Education, with the aid of other Cabinet members, has been responsible for persuading the members of the National Assembly to enact laws and policies that are necessary for the educational program. The Minister of Education has been assisted both in the National Assembly and in the public domain by two Assistant Ministers. The two Assistant Ministers were also members of the National Assembly. The Assistant Ministers were, however, not members of the Cabinet.

The remaining members of the educational administration team at the national level were civil servants. At the head of civilian educational administrators at the national level was the Permanent Secretary. Under the Permanent Secretary were the Chief Education Officer and the Deputy Chief Education Officer.

The Head of the Primary Education Section worked more closely with District Education Officers than with Provincial Education Officers. Provincial Education Officers have had more contact with secondary school administrators than with primary school administrators. As a result of the Education Act of 1968 more authority for the administration of primary school education was delegated to local authorities at the district level.²⁷ The District Education Officer, representing the Ministry of Education, and the District Commissioner representing the Ministry of Local Government, worked closely in the administration of primary

²⁷Education Act 1968, No. 5, Section 1, 1968, p. 211.

education. The two administrators worked through District Education Boards and District Councils.

As of May 1974 there were thirty-nine districts and seven municipalities in Kenya. Each district and municipality had a legislative body. The legislative bodies at the district level were called District Councils or Municipal Councils. The two respective councils had, to a limited extent, the same functions as the National Assembly in regard to education. The District and Municipal Councils legislated policies and by-laws which affect among other things, primary education. The Councils have delegated the responsibilities of primary education administration to District Education Boards.

The District Commissioner presided over the District Education Board. The District Education Officer, the chief education executive at the district level, was a member of the District Education Board. Other members of the District Education Board were appointed by the District Commissioner, the District Council, and the Minister of Education. The representation at the District Education Board ensured that the board administer policies of both the National Assembly and District Council regarding primary education. Policies were administered through District Education Officers, Assistant Education Officers and Headmasters.

The funds for financing primary education programs were raised from families of children enrolled in primary schools, the residents of the district through taxes, and grants from the national government. Funds from the three sources have been used to pay wages and purchase needed stationery, text books and cupboards for storage.

Funds for construction of primary school facilities were not the responsibility of the District Education Board. School Committees raised funds for school facilities from families of the children enrolled in the school and from members of the community where the school was located.

The primary school Headmaster was the administrative representative on the School Committee. Headmasters and members of School Committees played a significant role in raising funds for the construction of primary school buildings.

Chart 1, which presents a visual description of the organizational and administrative arrangements for providing for primary education within the Republic of Kenya, has been developed from material presented by Cameron.²⁸

Purpose of the Study

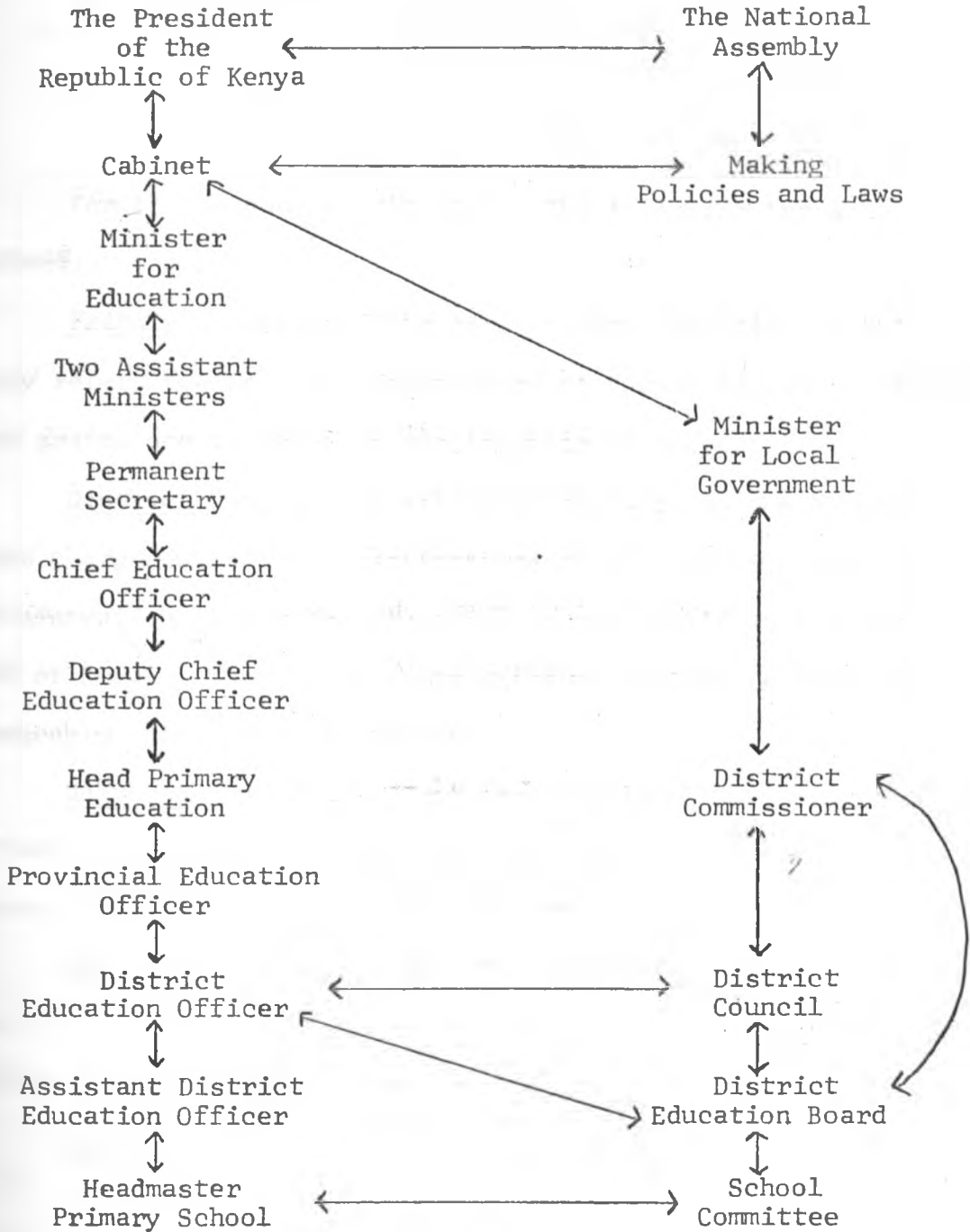
The purpose of the study was to develop guidelines and specific recommendations for consideration by appropriate officials in Kenya to accomplish goals for funding the construction of primary school facilities.

Attention was focused on the following areas:

1. The situation related to financing of construction of primary school buildings in Kenya.
2. Methods and procedures utilized for financing primary school construction in Kenya.
3. Patterns and procedures utilized in other countries for financing the construction of primary

²⁸John Cameron, The Development of Education in East Africa (New York: Teachers College Press, 1970).

Chart 1--Organization and Administration of Primary Education



school facilities which might be applicable or adaptable for use in Kenya.

4. Recommendation for adaptation in Kenya of selected roles, methods, and procedures for financing primary school facilities.

Definition of Terms

For the purpose of the study, the following terms have been defined.

Primary Education.--The term primary education in this study refers to the first seven years of formal education ranging from grades one to seven in the Republic of Kenya.

District Council.--A political division in the Republic of Kenya charged with the responsibility of establishing policies on administration of primary education on the behalf of the government of Kenya. The term African District Council is used interchangeably with District Council.

Universal Education.--The term universal education refers to the seven years of formal education extended to all Kenya youths regardless of the ability to pay tuition.

District Education Board.--An agency created by the government of the Republic of Kenya to assist in the administration of primary schools in individual districts.

Headmaster.--The principal of a primary school in Kenya.

Procedure and Methodology

Information and data were secured primarily from library sources and responses from participants included in the study. Relevant information was secured from holdings of the Ball State

University library, university libraries from various sections of the United States secured by means of inter-library loan services, the Ministry of Education and the Department of Primary Education and other governmental agencies of the Republic of Kenya.

Determining the Population

School Committees were responsible for providing and maintaining primary school buildings. In 1972 the Ministry of Education delegated the responsibility of providing and maintaining primary school buildings to district education boards.²⁹ Six District Commissioners and 42 Headmasters of primary schools comprised the population of the study. District Commissioners preside as primary executive officer of District Education Boards. Headmasters preside as the executive secretary of local school Committees.

Mr. Edward A. Lang'at, the Education Attache in the Embassy of the Republic of Kenya in Washington, D.C., following an interview, suggested that a letter be written to Mr. Saul P. Mulama requesting the assistance of Mr. Mulama in collecting data relevant to the study. A questionnaire was developed and sent to six District Commissioners selected by random sample. District Commissioners were included in the study population because District Commissioners preside over District Education Boards. District Education Boards were charged with the responsibility for administering primary schools on behalf of the government of the Republic of Kenya.

²⁹Kenya Newsletter, Vol. 1, No. 7 (August, 1972), 8.

Each of the six District Commissioners was requested to identify six Headmasters involved in construction of primary school buildings within the district. A questionnaire was prepared and sent to the identified Headmasters. Headmasters, as the executive secretary of local School Committees, had access to information relating to the financing of primary school facilities. School Committees were responsible for seeing that primary school facilities were available to accommodate primary school educational programs. Data sought from Headmasters could only be acquired from Headmasters involved in or had been involved in organizing fund raising campaigns for construction of primary school facilities. At the time of the study, the number of Headmasters engaged in raising funds for the construction of primary school facilities was unknown.

District Commissioners were reluctant to participate in the study, and to forward questionnaires to Headmasters without authorization from the Permanent Secretary, office of the President of the Republic of Kenya. The Permanent Secretary recommended the data be collected personally in the field. The questionnaires were therefore mailed to Headmasters who had expressed a desire to participate in the study.

Questionnaire Development

A questionnaire was designed to facilitate the participation of six District Commissioners in the study. (See Appendix A) The questionnaire had questions to provide information in the following three areas: policies governing the construction of primary school facilities; financial and technical assistance

provided by the District Councils; and action taken to make primary school facilities more readily available for all children in all areas of Kenya.

A separate questionnaire was developed to facilitate the participation of Headmasters. (See Appendix B) The questions were designed to provide information and data related to the following areas: the main source of funds for the financing of primary school facilities; the average cost of building a school classroom; the average time period for construction of school facilities; and, the problems involved in raising funds to provide necessary facilities for universal primary school education.

Treatment of Data

Library materials relating to school buildings from numerous countries of the world were reviewed. The review of materials from countries was later narrowed to ten countries whose approach to resources for financing primary school buildings had some relevance to the study. An extensive review of library materials, including books, periodicals and public publications from the ten countries, was conducted.

Literature dealing with the financing of school buildings in the United States was also reviewed. The material reviewed included periodicals, journals, general books related to educational finance.

The Head of Primary Section at the Ministry Education in Kenya provided three volumes of the Annual Report on Primary Education for 1970 to 1972, and a volume of the Report of the Education Administration Conference.

Data from questionnaires was presented in tables using numerical and written form.

Testing and Refining the Instruments

After the instruments had been developed, they were tested on a selected group of doctoral students in the fall of 1973. The instruments were refined and tested on another selected group of doctoral students.

Organization of the Study

The study consists of four chapters, a bibliography and related appendices. Chapter I includes an introduction, the organization and administration of primary education in Kenya, the purpose of the study, the definition of the terms, the procedure and methodology, and the organization of the study. Chapter II contains the review of related literature. Chapter III presents the analysis and the summary of the data. Chapter IV includes the findings, conclusions, guidelines, and recommendations derived from the study.

CHAPTER II

REVIEW OF RELATED LITERATURE

The purpose of the study was to develop guidelines and recommendations for funding the construction of primary school facilities in the Republic of Kenya. Chapter II deals with the review of the related literature.

Section I

The review of related literature of ten countries was based, among other sources, on reports found in the International Yearbook of Education 1964-68. The issues of the International Yearbook of Education 1964-68 included articles on the status of school buildings world wide.¹ Some articles in the publication were found relevant to the study.

The literature in the International Yearbook of Education related to the following countries: Liberia, Mexico, Egypt, New Zealand, Senegal, Somalia, the Republic of China, Israel, Lebanon and Malagasy--was reviewed because these countries were involved in construction of school facilities.

Liberia

One of the reports in the International Yearbook of Education 1968 referred to financing school facilities in Liberia, a country in West Africa. Liberia had followed a multilateral

¹International Yearbook of Education, Vol. XXIV-XXX (1964-1968).

approach relative to the financing of school building construction. In an attempt to solve the financial difficulties involved in funding school construction, the government of Liberia utilized a variety of methods including self-help, grants and loans from the national government. Under the self-help approach, communities were encouraged to build schools with voluntary contributions from patrons in the form of money, labor and/or materials.² A second approach employed by the government has been utilization of grants and loans from the national government to communities. In addition, with aid from the United States, two primary schools were constructed.³

Mexico

Under Article 3 of the Mexican Constitution of 1917, as amended in 1933, and the Organic Education Law of 1941, the Secretariat of Public Education was created and charged with the responsibility of providing free, secular, and compulsory primary education.⁴ The national government sought to provide educational facilities for all primary school age children by 1970, to establish facilities for the increased enrollment in first grade with pupils not yet attending school and to establish facilities, particularly in the rural areas of Mexico, for students in the higher grade levels.

²International Yearbook of Education, Vol. XXX (1968), p. 302.

³Ibid.

⁴The Encyclopedia of Education, 1971, Vol. 6, pp. 347-350.

By combining the effort of the General Directorate of Buildings of the Ministry of Education at the state level; the Committee of Management of federal programs of school buildings, and local communities; the government of Mexico during the 1967-68 school year was able to raise funds, and draw plans for the construction of 9,600 classrooms for primary schools.⁵ The amount set aside by various communities for school construction totaled 154 million pesos. The various state governments contributed 141 million pesos, and the federal government contributed 1,685,000 pesos.⁶

The extensive use of prefabricated school buildings drew world-wide attention to progress made in Mexico. At the fifth Commonwealth Education Conference, meeting in Canberra, in February 1971, modular prefabricated buildings, such as the ones pioneered in Mexico, drew the attention of the delegates.⁷ Kenya was represented at the conference by the Minister for Education, Mr. Taita Towett; the Permanent Secretary, Mr. P. J. Gachathi; and Professor S. H. Ominde, among others.⁸ The membership of the Mexican government in the Latin American School Building Association, which had contact with other nations attempting to provide suitable facilities for primary schools, may have contributed to the success of the prefabricated building project.

⁵International Yearbook of Education, Vol. XXX (1968), p. 343.

⁶Ibid.

⁷J. H. Eedle, "Financing Education in Developing Countries," Comparative Education, Vol. VII, No. 2 (November 1971), 61-68.

⁸Ibid.

Egypt

In 1954 most school buildings located in Arab countries were rented premises originally built for other purposes. The effort to provide school facilities was made in 1948 when a ten-year plan was devised by Egyptian authorities, to be executed with funds from the central budget. The plan was abandoned almost immediately owing to a lack of funds.⁹ After the 1952 revolution, the educational program was reorganized. Attendance at primary schools was made compulsory for all children between the ages of six and twelve years. Compulsory attendance could not be rigidly enforced because of the lack of teachers and school buildings.¹⁰ The passage of Law Number 343, enacted in 1953, marked a milestone in the education reforms in Egypt.¹¹ Under Law Number 343, a School Building Foundation, independent of the Ministry of Education, was established. The governing board of the Foundation included the Ministers of Education, Public Works, Municipal and Rural Affairs, Under Secretaries to the various Ministries, a government advisor, and a professor of engineering. The Minister of Finance and Economic Affairs served as chairman of the governing board.

The Egyptian Minister for Finance and Economic Affairs was authorized, by the Foundation, to contract for loans up to a

⁹Compulsory Education in the Arab States (Paris: United Nations Educational Scientific and Cultural Organization, 1956), pp. 43-44.

¹⁰Ibid., pp. 61-68.

¹¹International Yearbook of Education, Vol. XXX (1968), p. 146.

maximum of LE. 10 millions (about \$28,800,000) on terms decided by the Council of Ministers and upon the recommendation of the governing board of the Foundation, to finance school construction.

The program of the Foundation gave top priority to the construction of primary schools. In 1953 there was an estimated shortage of 4,000 primary schools, if all primary school-age children were to be in schools.¹² Three hundred new schools were to be built every year. Plans for standardized school buildings were adopted and the cost of a school to house a capacity of five hundred pupils, was established at approximately LE. 11,000 or approximately \$30,600. Plans were also developed in 1953 to design simplified rural schools which might vary in size in accordance with local requirements. By 1967 a shortage of school buildings still existed. The shortage of school buildings was not considered to be serious and was being partially solved by measures that were taken by the nation and by the various ministries concerned.¹³

Companies and/or corporations which benefited from education were required to build school buildings for the children of employees.¹⁴ The idea of requesting employers to construct school buildings at the location where children of employees attended, established a new dimension in the search for a solution to the problems of adequate housing of school pupils.

¹²Ibid., p. 292.

¹³International Yearbook of Education, Vol. XXIX (1967), p. 445.

¹⁴Ibid.

Another measure taken by the Egyptian government, in an attempt to provide facilities for primary schools, required private individuals or enterprises and parents, to construct buildings in which private schools could be housed. The buildings were then rented by the state for housing public schools.¹⁵

Other approaches employed by the government included accepting gifts in cash or in any other form, from citizens, public or various organizations such as the Arab Socialist Union and various societies.¹⁶ Also introduced were economic saving techniques such as the utilization of local material to reduce construction costs, adding upper floors to buildings already in existence, adaptation of double attendance sessions for different groups of children, and increasing the number of students in each class as a temporary measure.¹⁷

New Zealand

New Zealand has made consistent attempts to provide educational facilities for all school age children. After a long period of strife and provincial conflict, New Zealand, under the Education Act of 1877 established a free, secular, and compulsory education system which placed the responsibility for administration of schools with central government agencies. A powerful Central Department of Education emerged, but a sizeable measure of local control was retained. The administration of primary and intermediate

¹⁵Ibid.

¹⁶Ibid.

¹⁷Ibid.

schools in New Zealand was assigned to ten lay education boards elected by School Committees. Every primary school in New Zealand had a School Committee elected by local householders. The Committee has been made responsible for maintenance matters and for the election of board members.¹⁸ Under the decentralized system which existed during the nineteenth century in New Zealand, provision for school accommodations varied considerably from one school district to another.¹⁹

Prior to the twentieth century, the primary responsibility for financing and erecting school buildings in New Zealand rested with local government authorities. The position in the twentieth century was such that although the first responsibility for erecting school buildings continued to rest with the local authority, little could be done in regard to primary and intermediate school construction without the approval of officials of the Education Department.²⁰ The Education Department, became aware of population trends and the implications of the trends for school housing, and informed regional boards accordingly. The Education Department ensured that the Regional Education Boards drew up building programs adequate to the needs of the school districts.²¹ Plans for new school buildings have been prepared by architects employed

¹⁸Encyclopedia of Education, 1971, Vol. 6, p. 572.

¹⁹Compulsory Education in New Zealand (Paris: United Nations Educational Scientific and Cultural Organization, 1952), p. 83.

²⁰Ibid., p. 84.

²¹Ibid.

by the education boards concerned, then submitted to officials of the Education Department where the plans were examined by departmental architects and officials. If modifications were required, the board was authorized to draw up the final plans and specifications and to call for tenders from building contractors. Provided that tender the board proposes were deemed excessive, the department then made a grant to cover the cost of erecting the buildings.²²

Another approach to the construction of school facilities involved not only the School Committees, the regional boards, and the education department but also involved specialists from all levels of education administration in New Zealand. To facilitate large building programs, necessitated by rapid increase in school population, standardized plans for primary schools were drawn by the department and board architects. Standardized building plans became widely used in New Zealand.²³

Senegal

The Senegalese government relied heavily on foreign assistance to maintain educational programs. During the school years of 1964-1965 and 1965-1966, Senegal obtained funds from the European Development Fund, The Associated Territories Overseas Fund and Aid and Co-operation for Financing Construction of primary school facilities. Four hundred and forty-two primary school

²²Ibid.

²³Ibid.

classrooms were constructed with funds from such sources, including funds from the national budget for the school year 1966-67.²⁴

When Senegal gained independent status from France in 1960, 28 per cent of primary school-age children were attending school. In the first five-year development plan the Senegalese government accepted, in principle, a policy to provide free, universal and compulsory primary school education to all school-age children. By 1964, it was expected that the 28 per cent attendance figure would be raised to the 50 per cent mark. Drastic revisions on the initial plan were necessary and the date set for reaching the 50 per cent mark of attendance was moved to 1968. The second five-year plan was designed to accomplish 42 per cent attendance by 1969. The Ministry of National Education figures for 1968 and figures provided by the United Nations Educational Scientific and Cultural Organization relative to the proportion of school-age children enrolled in primary schools were estimated at 39 per cent.²⁵

Somalia

Somalia, a young developing nation, had several unique problems which affected the educational system. The people of Somalia were basically nomadic. Providing educational facilities for nomadic people with low economic base was difficult. Boarding schools would have solved the problem but boarding schools were

²⁴International Yearbook of Education, Vol. XXIX (1967), p. 363.

²⁵Ibid.

expensive to build and maintain. The Ministry of Education discouraged further construction of boarding schools. The Ministry used the funds that would have gone into constructing boarding schools for other educational needs. The report did not indicate the means employed by Somalia to ensure that children from nomadic tribes attended school. The fact that only 10 per cent of the children between the age of seven and ten were attending primary school in Somalia explains the risks involved in doing away with boarding schools without another substitute.²⁶

To meet the shortage of school premises, the Somalia Ministry of Education launched a project called "Self-Scheme." Under the "Self-Scheme" the Somalia Government, the community and the United States Government have shared the cost of building school facilities. Combined efforts of the three governments enabled each community to construct the number of classrooms required in the shortest period possible. The United States Government met 50 per cent of the construction cost in the form of building material not available in Somalia such as cement and roofing material. The community contributed 40 per cent of the cost in the form of stones, sand and labor, and the Somalia Government provided the remaining 10 per cent. The Somalia Government paid for services like supervision and co-ordination of construction of facilities. Furniture for the classrooms were provided by the Somalia Government.²⁷ The report in the International

²⁶The Encyclopedia of Education, 1971, Vol. VIII, p. 323.

²⁷"Aims and Policy Educational Administration," World Survey of Education, Vol. V (Paris: UNESCO, 1971), p. 1043.

Yearbook of Education did not specify the period aid from the United States was guaranteed.

The Republic of China

What the Republic of China calls a "tri-partite" system was comparable to "Self-Scheme" of Somalia. The difference being the components involved. Under the Republic of China system the provincial government, the town or local district government and the community each paid a third of the construction cost.²⁸

Israel

In Israel local authorities were charged with the responsibility of constructing school buildings. Local authorities received allocations from the Israeli national government. A national lottery and the Ministry of Housing and Development contributed toward the budget. Approximately 26,100,000 Israeli pounds were allocated for the construction of primary school buildings in 1965.²⁹

Lebanon

Lebanon, a neighbor of Israel, had a different approach to the school building problem. Because of inadequacy of credits, and in view of the growing need for school buildings, the Ministry of Education in Lebanon turned to private interests for the construction of school buildings which the Ministry rented for a period of five years. The buildings, built by private enterprise,

²⁸International Yearbook of Education, Vol. XXX (1968), p. 96.

²⁹International Yearbook of Education, Vol. XXVI (1964), p. 164.

were constructed in accordance with standards set by the February 23, 1966 decree. Between 1965 and 1967 approximately 50 schools were completed. Approximately 37,000 primary school students were accommodated in schools constructed by private investment.³⁰

Malagasy

The Republic of Malagasy is a member of the Organization of African Unity. The Republic of Malagasy accepted the appeal of the organization calling for extensive primary education for the school age children in all member countries. To meet the challenge, the central government of the Republic of the Malagasy set aside 150,000 francs in 1967 to subsidize funds from local communities. A greater share of the cost of construction came from local communities.³¹

Section II: The United States

Because the study was done in the United States, more literature related to financing of school facilities in the United States was available. The literature found in libraries and other sources relevant to the study has been reviewed in the following section.

The World Survey of Education, the same source used for explaining procedures and sources used for financing primary

³⁰International Yearbook of Education, Vol. XXVIII (1966), p. 206.

³¹International Yearbook of Education, Vol. XXX (1968), p. 316.

schools in the 10 countries examined above, gives an overview of the distribution of responsibility regarding building construction of elementary and secondary schools in the United States. As stated in the World Survey of Education:

Selecting and purchasing sites, and planning, financing, contracting and constructing new school buildings are areas of educational administration in which school districts exercise a great deal of autonomy. The Superintendent of Schools, as the administrative head of the local school system, assisted by his staff, maintains school attendance records, projects school enrollments, and follows other techniques that will reveal the district's building needs five or more years in advance. When these data indicate a need for new facilities, the Superintendent recommends to the board of education that necessary steps be taken.

Most but not all state departments of education require local school districts to submit for approval preliminary drawing and final plans and specifications for new construction, whether as addition to existing buildings or complete new units. In addition, some states require approval of plans and specifications by State Fire Marshal, and in some instances by State Health authorities before construction contracts can be awarded. Supervision of construction, however, is generally a local function under the authority of the local board of education.

Some federal funds are available for public-school construction in districts that experience an influx of school population as the result of federal installations. Federal control over schools in these districts is limited to financial audit to see that federal funds are spent only on approved projects and in accordance with building standards established by the state department of education having jurisdiction.³²

The review of literature revealed that the construction of public elementary and secondary schools in the United States has been largely financed by local school districts. In relatively few states have authorities made state funds available for

³²World Survey of Education, Vol. V (Paris: UNESCO, 1971), p. 1315.

financing school construction. Federal support for construction of school facilities has been restricted almost exclusively to "federally empacted" districts. MacConnell stated that the major responsibility for raising revenue for the financing of schools has rested with local district authorities.

Local school districts contribute the largest single share toward public education. In the school year 1970-71 local districts taxes constituted 59.0 percent of the total pupil school expenditure. That was an increase over the 58.7 for the year 1969-70, and a significant increase over the 1957-59 years which was 56 percent.³³

The most important source of revenue for local school districts has continued to be the property tax. In 1967, 98.6 percent of all local taxes collected by public school districts was in the form of property tax.³⁴ Property tax revenue has been an important source of the public school dollar in the United States. Financing outlay expenditure for public school building construction has come largely from local district property tax.

Local school districts in the United States levied tax on property. The amount of tax levied on the property in some districts was limited by state statute. The limitation, not practiced in every state, was not in excess of a certain percentage of the value of the property determined by the state legislature. The Council of Educational Facility Planners has pointed out that

³³James D. MacConnell, Planning for School Buildings (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1957), p. 103.

³⁴"Facts on American Education," National Education Association Research Bulletin, Vol. 47, No. 2 (May 1971), 53-55.

some of the limitations on tax levies for the support of school construction have been very low, especially in Indiana and Kentucky, where the debt limitation has been established at two per cent of assessed valuation.³⁵ In some states the limitations are determined by a majority vote of the electorate in each school district, in other states state tax commissioners have determined debt limits.³⁶

A "Pay-as-you-go Plan" has been used by some school districts.³⁷ Under "Pay-as-you-go Plan," construction projects in local school districts are funded from current revenue. Advocates of "Pay-as-you-go Plan" have pointed out that the avoidance of interest charges has been a major advantage of the plan. Depending upon the interest rate charged over periods for 20 or 30 years the total cost of a building may be increased from 30 to 80 per cent of the original construction cost.³⁸ Few school districts, however, have been able to save sufficient funds to finance major buildings programs on a "Pay-as-you-go Plan." Many school districts have been able to finance part of a total capital outlay program by purchasing sites, and paying for building additions and renovation on a cash basis. The disadvantage often attributed to use of the pay-as-you-go system has been that the taxpayers

³⁵Council of Educational Facility Planners, Guide for Planning Educational Facilities (Columbus, Ohio: West-Camp Press, 1969), p. 167.

³⁶Ibid., p. 163.

³⁷Ibid.

³⁸Ibid.

have been required to carry a disproportionate share of the financial burden for a given facility, and therefore the principle of inter-generation-equity has been violated.³⁹

Stoops has described the total situation as follows:

If a district can finance building program without establishing a sinking fund the district has the advantage of eliminating the interest payments which always accompany bond issues. However, a vast majority of districts using current taxes plan are compelled to utilize some sort of sinking fund into which the district education board places certain moneys over a period of years in anticipation of future building needs. While the method avoids the payment of interest, sinking-fund labors under the grave disadvantage of placing the school district in the banking business. Moneys to the tune of many thousands of dollars are taken each year from the taxpayers' pockets and placed in a bank account, where the money performs no immediate useful service originally intended.⁴⁰

Moreover, owners of the money were denied the chance of putting the funds to some useful and productive purpose in favor of banking the money for school facilities.

Stoops recommended districts with sufficient annual revenue for making payments immediately to adopt Sinking-Fund Plan.⁴¹ Sinking-Fund Plan has similarities with the Building Reserve Fund. The Building Reserve Fund plan has required that school officials designate yearly returns from an established tax levy to be collected and allowed to accumulate on a period of time until

³⁹Ibid.

⁴⁰Emery Stoops, Practice and Trends in School Administration (Boston: Ginn and Company, 1961), p. 239.

⁴¹Ibid.

sufficient monies are available to permit cash payment for all or part of a school construction project. Reserve funds or "pay in advance funds" or "cumulative building funds" have included return from earmarked local tax, or special state funds.⁴² Again the advantage of the building reserve method of financing has been the elimination of interest charges. Taxpayers have often favored use of the method since local tax rates financing construction have remained relatively stable.⁴³ Often reserve funds could be invested and earn interest. A major objection to the use of reserve funds has been the possibility, if not protected by statutory provisions, of diversion of resources for other purposes. During periods of rapid inflation the interest earned by invested reserve funds may not be sufficient to offset rising prices. Taxpayers have often been unwilling to support establishment of reserve funds if construction plans have been indefinite.⁴⁴ A substantial number of state legislatures have developed legislation permitting and controlling the use of building reserve funds.⁴⁵

Bonding, has been the most popular and prevalent method used by school districts in the United States for financing long-range building programs. A bond may be defined as a formal written obligation specifying the conditions under which a loan has to be paid.⁴⁶ The conditions include the fixed money, usually referred

⁴²Guide for Planning Educational Facilities, p. 163.

⁴³Ibid.

⁴⁴Ibid., p. 164.

⁴⁵Ibid.

⁴⁶Ibid., p. 168.

to as "the principal" which will be repaid; the dates of repayment; the rate of interest; and the procedure in which payments of principal and interest will be made. Bonds of all state and local governmental units, public schools included, have been classified as municipal bonds.⁴⁷ The interest yielded to the investors has been tax-free. Government units have usually been able to secure a more favorable interest rate under the arrangement. School building bonds which have pledged full faith and credit of the school district have been termed general obligation bonds. General obligation bonds have ordinarily commanded lower interest rates because of the great degree of security for the investors.

Borrowing by issuing general obligation bonds against the taxable wealth has been a widely used method for financing the construction of schools in the United States. Bonding has been commonly used when adequate construction funds could not be obtained from current revenues or from savings. James MacConnell observed that the traditional method of providing local funds for financing public school capital outlay projects has continued to be borrowing through issuing general obligation bonds.⁴⁸ Annual payments to meet principal and interest payments when due has usually been from local taxes, state distribution funds, or from miscellaneous sources. Most states have restricted the amount of debt which may be incurred by bonding to a fixed percentage of the

⁴⁷Ibid.

⁴⁸James D. MacConnell, Planning for School Buildings, p. 109.

assessed valuation of property of the local school district. Through issuing general obligation bonds against the taxable wealth of the school district has been possible for school communities to secure needed facilities and to spread the total cost over a period of years. During inflationary periods, long term bonding has been considered to be a wise policy, since payments are made with cheaper money.

Stoops has written relative to two kinds of bonds, straight bonds and serial bonds. Straight bonds have been considered an unsatisfactory method of bonding. The type of bond most generally recommended for school purposes thus becomes the serial bond.⁴⁹

By regulation serial bonds are so scheduled as to require that a definite portion of the total bond issue will be retired each year. School officials must arrange to retire a fixed number of bonds each year. Each payment made includes both interest and principal. Definite maturities have been scheduled up to the time of total debt retirement. Stoops has claimed that the serial bond plan was by far the best plan for financing major school building programs to be devised.⁵⁰ An American Association of School Administrators article supported Stoops. It was stated in the article, that where the school district determined its own rate of taxation without limitation, the serial type of bond was preferable

⁴⁹American School Building. Twenty-Seventh Yearbook of the American Association of School Administrators (Washington, D.C.: National Education Association, 1949), p. 12.

⁵⁰Stoops, Practices and Trends in School Administration, p. 239.

to a sinking-fund.⁵¹ The length of term for issuing serial bonds in the United States has generally been established at a maximum of 20 years. The advantage attributed to use of serial bonds has been that as annual principal payments were made the borrowing capacity of the district was immediately increased by a like amount.

In Maine, Illinois, and Pennsylvania legislative bodies have created state authorities which were permitted to sell revenue bonds, construct school facilities, lease facilities to districts, and retire bonds from rental proceeds.⁵² Maine and Illinois have also been granting funds to local districts specifically for payments to the State building authority.⁵³ State grants for debt service or state guarantees of debt, reduced risk of investors and influenced interest rates.

Private building corporations have also been involved in construction of school buildings in some states. Legislative bodies in Kentucky and Indiana have authorized the use of private building corporations as a method for assisting school corporations to secure needed school facilities.

The private corporation purchases sites, erects buildings leases the buildings to the local school district, collects rents from users of the buildings, and uses the rents collected to repay the principal and interests on the bonds. When the indebtedness has been retired, the private corporation

⁵¹American School Buildings, p. 12.

⁵²Guide for Planning Educational Facilities, p. 167.

⁵³Ibid.

deeds the school building to the district. Local school districts in states with debt limitation turn to private building corporation as a device to circumvent the borrowing restrictions.⁵⁴

The private building corporation had a number of disadvantages. Local districts found corporation bonds expensive because the bonds did not receive top credit rating.⁵⁵ The securities were not local government obligations and, therefore, were not stronger than the willingness of the school district to continue lease-rental payments. The bonds had limited markets and thus were more expensive.⁵⁶ In Pennsylvania, private building corporations became direct predecessors of school authority.

The Pennsylvania State Public School Building Authority combines the lease-rental plan of the corporation with state aid payments to the local school district. Although the bonds do not pledge the credit or the taxing power of the commonwealth, the bonds are tied to state aid payments, which gives them better rating than of the private corporation. If a school district defaults on payments to the State Authority, the State withholds from the district an amount of rental aid equal to the default and makes such payments directly to the Authority. The Pennsylvania local Authority plan does not furnish any evidence of saving over conventional school financing. Higher interest costs are directly transferred to both the state and local property owners who bear the real tax burden.⁵⁷

The general pattern of state aid for building purposes has varied greatly from state to state. In some states revolving loan

⁵⁴Robert Sutter, The Cost of A Schoolhouse, A Report from Facilities Laboratory (New York: International Press, 1960), p. 121.

⁵⁵James D. MacConnell, Planning for School Building, p. 114.

⁵⁶Robert Sutter, The Cost of A Schoolhouse, p. 121.

⁵⁷Ibid.

funds, based upon the credit of the entire state have been established. In other states outright grants-in-aid have been made to needy school districts. A combination of revolving loan funds and grants-in-aid systems of aid have been employed in some states to finance capital outlay. In Virginia a loan fund known as the State Literary Fund has been used by many districts in the state to finance school construction since 1950. Loans up to 100 per cent of the total cost of construction have been made with relatively low interest rates. Annual repayments of principal have been scheduled over a period of 30 years.⁵⁸

California has used state bonding power to finance local school construction projects. One of the provisions for repayment of a school construction loan to the state of California has been that school district makes no payment in a year when the school districts total levy to meet a prior bond debt exceeds 3 mills. By law, state loans to school districts in California must be repaid in 30 years and any debt left unpaid at the end of 30 years was written off by the state. Annual school district repayments to the state have included both principal and interest, but interest payments are required after 25 years.⁵⁹

In 1955, Michigan created a 100 million dollar state loan fund for the payment of both interest and principal on school district bonds. The Michigan plan has been developed to permit school officials of certain school districts in need of construction funds

⁵⁸Ibid., p. 109.

⁵⁹Ibid., p. 122.

to apply for a State loan. Loans may be granted which divide the difference between the amount the district actually required to pay principal and interest for a given year and the amount provided by a determined tax rate.⁶⁰

Since 1945, the trend has been toward further centralization of school district financing in the state capitals. One state after another has come forward with some plans to help local school districts finance bonds. The plans ranged from help in meeting interest payments, to the purchase of the bonds by the state, to the taking of some type of loan contract obligation of the district in lieu of bonds. Such plans could result in more direct financing by the state governments and state agencies and less financing by the local school districts.⁶¹

Section III: Kenya

The report of the United Nations Educational Scientific Cultural Organization carried in the 1965 International Yearbook of Education indicated that financing primary school facilities in Kenya was largely borne by the communities in which the schools were located. The report continued to state that communities contributed labor and materials to provide temporary buildings which made up 90 per cent of the primary schools in Kenya.⁶² The

⁶⁰Ibid., p. 109.

⁶¹Ibid.

⁶²International Yearbook of Education, Vol. XXVII (1965), pp. 204-205.

Annual Report on Primary Education issued by the Ministry of Education in 1970 confirmed that:

In the past, virtually all capital expenditures on building primary schools has been the responsibility of the local community. This was equally true during the British Colonial rule especially after the mid-1930's.⁶³

According to the report, the true cost of primary education has never really been determined because the amount of money, time and energy which the local people have put into the building and maintaining of primary schools, on a self-help basis, has never been allocated. At a glance, the contribution by the local people appeared greater than the amount of recurrent expenditure often quoted. If the value of the land and buildings erected on a self-help basis were taken into account, it would boost the cost of primary education higher than often recorded.⁶⁴ Traditionally the government neither bought land nor paid for the buildings erected thereon.

This has always been the responsibility of the local community except during the first decade of education when the government did pay for the buildings of some of the earliest primary schools. Most such schools have since developed into secondary schools or teachers colleges. The remaining ones are invariably the result of local effort; which is as it should be.⁶⁵

A letter from the Permanent Secretary Ministry of Education qualified the term local community by stating that local community

⁶³Annual Report on Primary Education (Nairobi: Primary Section of the Ministry of Education, 1970), p. 10.

⁶⁴Ibid., p. 10.

⁶⁵Ibid.

meant parents or the local authority. The letter stated that the government provided the facilities in primary schools maintained fully by the Central Government.⁶⁶ Such government maintained primary schools were boarding schools mostly found in districts inhabited by nomadic tribes. Numerically, government built and maintained primary schools were very few. Reports from districts where the government primary schools were located indicated shortages in school building facilities. In 1970, the Central Government of Kenya assumed the responsibility of administering primary school education.

The 1970 annual report on primary education has indicated that the government operation of schools ran into several unexpected problems. Since the Ministry of Education did not own the primary school buildings, the Officers and Staff of the Ministry in the provinces and districts continued to use offices that had been used while the administration of primary schools was still under the control of District Councils. The District Councils threatened to evict the officers and staff, but the Ministry of the local government intervened.

The districts that threatened the eviction of our officers consistently were Laikipia, Isiolo, Kakamega, Kisumu, Siaya, Gusii, and South Nyanza. But these were not the only ones which raised this problem.⁶⁷

Individuals that had given land for school sites voluntarily, began claiming compensation for the land from the government. The

⁶⁶Ibid., p. 16.

⁶⁷Ibid.

Ministry of Education took the view that any individual that had voluntarily surrendered land for school use at an earlier date could not be compensated. In addition, the Ministry of Education did not have funds for such compensation. While claims for compensation and threats for eviction of officers and staff from district buildings continued the government moved to normalize the relationship with the district authority.

During the year the Education Amendment Act of 8th June, 1971 was introduced.

This provided for the re-establishment of District Education Boards. The Minister for Education appointed members of these boards who were to help him to run Primary Schools in various districts.⁶⁸

The Central Government of Kenya has continued to provide funds for the construction of primary school buildings in less-developed school districts. During the 1972-1973 financial year, the Treasury Department provided the Ministry of Education with K£ 22,020 to be used for the construction of two primary schools, namely, Kacheliba primary school in West Pokot and Sololo primary school in the Marsabit district.⁶⁹ Seventy-seven boarding primary schools were built by the central government in the thirteen less-developed districts.⁷⁰ Two other primary schools one at Kataboi, Turkana and another one in the Masabani, Garrissa district received a token sum of ten pounds.

⁶⁸Annual Report on Primary Education (Nairobi: Primary Section, The Ministry of Education, 1971), p. 7.

⁶⁹Annual Report on Primary Education (Nairobi: Primary Section, The Ministry of Education, 1972), p. 5.

⁷⁰Report of the Educational Administration Conference, p. 102.

One way to look at how primary school construction and maintenance programs have been financed in Kenya involved reviewing the Annual Report of the Ministry of Education. The review revealed the resources of financing primary school physical structures.

In the Annual Report on Primary Education 1970, the Laikipia School district report showed that the community was enthusiastic on self-help projects, especially at Muthengera primary school, where a seven classroom building plus an office and a staffroom had been completed. At another school, Sinon, work was under way for a complete classroom building.⁷¹ In the Baringo district several houses for teachers and classrooms were being erected through self-help projects as in Laikipia. The most successful self-help project was launched at Timboiywa school in Baringo where the Vice President of the Republic of Kenya, the Honorable D. T. Arap Moi, presided over the fund raising campaign. A total of seven thousand Kenya Shillings was raised. A footnote on the report stated that primary boarding school was the solution to providing primary education to the nomadic tribes.⁷²

In the Trans Nzoia district an effort was made for improving primary school buildings and housing for teachers. Some of the self-help projects in the district received substantial help from the Ministry of Social Services.⁷³

⁷¹Annual Report on Primary Education (1970), p. 45.

⁷²Ibid., p. 47.

⁷³Annual Report on Primary Education (1971), p. 36.

The Ministry of Education gave a total sum of ninety-five thousand, four hundred and four Kenya shillings to 32 schools in the Busia District. The Provincial Education officer gave twenty-seven desks to Busia township school and two thousand Kenya shillings to Port Victoria Girls School.⁷⁴

The report from Kwale district stated that various school committees had provided quality housing facilities for teachers but quantity was lacking. The report continued to state that there was a lack of adequate classrooms.⁷⁵

School committees were established in every primary school in accordance with Section 9 of the Education Act of 1968. The Act states:

For every primary school maintained and managed by a local authority there shall be a School Committee, established by the local authority, to advise the local authority on matters relating to the management of the school.

The members of a School Committee shall include persons to represent the local authority, the community served by the school and, where a sponsor to the school has been appointed Section 8 of the Act shall be represented on the School Committee.⁷⁶

The major function of school committees was to provide and maintain primary school buildings.⁷⁷ The main source for the committees' financing primary school construction has been fees paid

⁷⁴Annual Report on Primary Education (1970), p. 56.

⁷⁵Ibid.

⁷⁶The Education Act 1968, No. 5 (Nairobi: Government Printer, 1968), pp. 213-214.

⁷⁷Ibid., p. 213.

by parents into a building fund. The committee, with the Headmaster as the secretary, has been responsible for ensuring that primary schools were constructed and maintained.⁷⁸

In Nairobi each school has a ten member school committee. The purpose of the committee was to assist the Headmaster and make recommendations to the City Council Education Committee.⁷⁹ In municipal areas school committees report to Municipal Councils.

The report from Eldoret Municipality showed the school physical facilities were inadequate. Every year approximately one thousand four hundred children registered for grade one in Eldoret and five hundred children were admitted.⁸⁰ The Municipality of Mombasa had a similar report. In Mombasa, due to a lack of primary schools, some children were not accommodated. The report indicated that the established schools had inadequate classrooms.⁸¹

Most of the seven Municipal Councils, Nairobi City Council included, did not submit annual reports. The municipalities that reported; excluding Eldoret, Mombasa and Nakuru; did not mention the status of school buildings.

Mandera district report showed that parents had put up a few houses for teachers and some classroom buildings.⁸² The report

⁷⁸Report of the Education Administration Conference, p. 102.

⁷⁹Annual Report on Primary Education (1970), p. 61.

⁸⁰Ibid., p. 62.

⁸¹Annual Report on Primary Education (1972), p. 55.

⁸²Ibid., p. 49.

from Garissa indicated that the community had constructed several classrooms and houses for teachers. A year earlier, Garissa report showed that there were no permanent school buildings because of a lack of funds. In the same annual report, Mandera reported that the main problem in the district was a lack of school buildings and houses for teachers.

The problem in Wajir was different. Difficulties arose in attempts to establish permanent schools, especially boarding schools, due to the lack of water. Marsabit reported poor accommodations and the school committee had to auction cattle to raise the necessary tuition and building fund.⁸³

Narok district reported acute lack of classrooms and physical facilities for teachers. Samburu reported a shortage of physical facilities for teachers and a lack of maintenance of school buildings. The report from Turkana agreed with the Samburu district report that establishing commuter primary schools was difficult due to nomadic life.⁸⁴

When tuition was waived in a famine stricken district, the number of pupils in the primary schools doubled and created great demand for admittance. According to the 1972 Annual Report on Primary Education, the government of the Republic of Kenya had decided parents receiving famine relief in the following districts: Turkana, Tana River, Marsabit, Isiolo, Wajir, Garissa, Mandera and

⁸³Annual Report on Primary Education (1970), p. 30.

⁸⁴Ibid., p. 48.

Samburu, should have fees waived.⁸⁵ As a result, children from famine-stricken families managed to stay in school.

One would have expected enrollment to decrease but the enrollment percentages reached a higher level than the national average of 6.8 per cent. The total enrollment in Isiolo increased by 23 per cent, Tana River increased by 26 per cent, Marasbit increased by 29 per cent, Samburu increased by 31 per cent and Wajir increased by 72 per cent. In Samburu and Wajir enrollments in grade one increased by 129 and 167 per cent respectively over the figures of the previous year, 3.5 per cent.⁸⁶

The latest information received before publication of the study revealed that tuition waivers had been extended to all primary schools in Kenya from grade one to grade four. A look at the developed districts revealed what effect the tuition waivers had on the admittance of students in the schools.

Nakuru district, separate from Nakuru Municipality, reported a lack of adequate classrooms and physical facilities for teachers. The report from the Gusii district emphasized the shortage of physical facilities for teachers. Kitui reported that most of the school buildings were temporary in nature and in poor condition. The Embu district reported that most school buildings were temporary and in poor condition.⁸⁷ In another report the Embu district indicated that most parents appreciated the stability of

⁸⁵Annual Report on Primary Education (1972), p. 5.

⁸⁶Annual Report on Primary Education (1971), p. 7.

⁸⁷Ibid., p. 16.

permanent school buildings and had planned to construct classrooms and facilities for teachers of permanent materials through self-help projects. Two classrooms had been constructed before the Annual Report on Primary Education of 1971 was published.⁸⁸ Kitui was the only district to report that due to lack of accommodations, some pupils had to use outdoor facilities for instruction.⁸⁹

Some districts reported problems of a different nature. In the past, primary school sites have been offered free of charge. There were reports of resistance and claims of compensation. Nyandarua district reported difficulties in obtaining suitable school sites, and that ownership of existing sites was being disputed.⁹⁰

The report did not elaborate on the kinds of problems experienced. However, in Bungoma there were increasing threats from people claiming the land on which schools were built. The owners of the land were claiming compensation.⁹¹ The position of the government was that any land which had been voluntarily surrendered for school use could not be compensated.⁹² A question remained on the future acquisition of school sites.

The decision of the government to share the control of primary education with the local authority was a solution to the

⁸⁸Annual Report on Primary Education (1971), p. 16.

⁸⁹Ibid., p. 25.

⁹⁰Annual Report on Primary Education (1972), p. 13.

⁹¹Annual Report on Primary Education (1970), pp. 55-56.

⁹²Annual Report on Primary Education (1971), p. 5.

problem. However, school facilities continued to be provided by existing resources. A report from Kiambu district confirmed that the communities were growing enthusiastic about erecting school buildings of a permanent nature. A good example was the Munyu primary school which was being erected on a self-help basis with supplement from the Kenya Charity Sweepstake.⁹³ The Kirinyaga report stated that school committees concentrated on building school facilities including housing for teachers.

Summary

The review of literature revealed that the major sources for financing primary school construction were: (1) Local taxes paid by residents of either school community or the entire administrative district; (2) National taxes levied on all taxpayers then allocated to various agencies for school construction; (3) Financial aid and gifts from foreign countries and international organizations such as church groups, and governments; (4) Gifts and donations from individuals and local business community and other private enterprises; (5) Loans from national governments and banks; (6) Private holding companies and corporations which build and rent the school buildings to school organizations; and (7) Parents with children enrolled in primary school under construction.

⁹³Annual Report on Primary Education (1970), p. 19.

CHAPTER III

PRESENTATION AND ANALYSIS OF DATA

The purpose of the study was to develop guidelines and recommendations for funding the construction of primary facilities of the Republic of Kenya. The presentation, the analyses and the summary of the data are divided into five parts: (1) data collected by means of responses received to questionnaires submitted to selected elementary school Headmasters in Kenya; (2) data collected from Annual Reports prepared by the Primary Section of the Ministry of Education in Kenya; (3) data collected by review of literature relative to financing programs and procedures of school buildings in ten selected countries; (4) data collected by review of literature and research relative to financing school buildings in the United States of America; and (5) summary of the data.

The Data of the Questionnaires

Two sets of questionnaires were sent to the Republic of Kenya. One questionnaire was submitted to 6 District Commissioners. Another questionnaire was sent to 48 Headmasters of primary schools. District Commissioners and Headmasters were asked to respond to specific questions. Nineteen Headmasters returned the questionnaires. None of the District Commissioners returned the questionnaire. Data in this section are presented as secured from the questionnaires returned.

Question 1: The building project you are or were involved in was started in the year ____, in the month of _____.

Question 2: It was completed in the year ____, in the month of _____.

Nine Headmasters reported having been involved in school building projects since 1969. As shown in Table 1, 5 Headmasters reported the total time required from the beginning of the building project to the completion of construction of individual primary school building project was more than 2 years. Three Headmasters reported having completed the school building project in a period of three months. The average time required to complete the nine projects was 1 year and 9 months.

TABLE 1.--HEADMASTERS REPORTING, YEAR AND MONTH OF BEGINNING OF SCHOOL BUILDING PROJECT, YEAR AND MONTH CONSTRUCTION WAS COMPLETED AND TOTAL CONSTRUCTION TIME TO PROJECT COMPLETION

Participating Headmasters	Project Started Year-Month	Project Completed Year-Month	Total Time Years-Months	
A	1969 January	1971 March	2	2
B	1969 November	1972 January	2	2
C	1969 October	1972 August	2	10
D	1971 June	1973 August	2	2
E	1972 September	1972 December		3
F	1972 June	1972 September		3
G	1972 April	1973 February	1	8
H	1972 September	1972 December		3
I	1970 January	1972 December	<u>2</u>	<u>11</u>
	Average Time to Complete		1	9

Ten Headmasters reported that the construction of primary schools had not been completed. Question three was included in order to receive information relative to possible completion dates for each project.

Question 3: Hope to complete it in the year ____,
in the month _____.

Responses from 10 Headmasters recorded in Table 2 show the year and month each individual primary school building project was begun and the year and month each project was expected to be completed. One Headmaster reported an indefinite completion date; while 3 Headmasters anticipated the completion date to be in excess of 8 years. Three Headmasters expressed an expectation that school building projects would be completed in less than 3 years. The average length of time respondents hoped it might be before completion of the school building projects presently being constructed was 5 years and 7 months.

TABLE 2.--HEADMASTERS REPORTING YEAR AND MONTH OF BEGINNING SCHOOL BUILDING PROJECT, YEAR AND MONTH THE COMPLETION IS HOPED, AND LENGTH OF TIME FOR PROJECT COMPLETION

Participating Headmasters	Project Started Year-Month	Project Hoped to be Completed Year-Month	Period Taken	
			Year	Month
J	1971 January	Indefinite	--	--
K	1972 May	1975 October	3	5
L	1970 March	1980 December	10	9
M	1972 January	1974 March	2	2
N	1969 July	1977 December	8	5
O	1970 June	1975 May	4	11
P	1970 January	1974 Not indicated	3	11
Q	1967 July	1980 Not indicated	12	5
R	1971 December	1974 January	2	1
S	1971 June	1973 November	2	5
Average Estimated Time to Complete			5	7

Questions 4 through 6 were included in the questionnaire to discover the extent to which parents with children enrolled in a particular primary school were the major financiers of school facilities and whether the parents were taxed according to the number of children in the family enrolled in the primary school under construction.

Question 4: Construction was mostly financed by parents who have children in school? Yes _____ No _____.

Question 5: Is Building Fund charged on every child a family has enrolled in your school? Yes _____ No _____.

Question 6: Is Building Fund charged on every family regardless of the number of children the family has in the school? Yes _____ No _____.

Table 3 has been developed to reflect the responses of 19 Headmasters responding to questions 4 through 6 inclusive. It will be noted that 14 Headmasters reflected that the school building construction had been financed by families with children enrolled in the school being built. Five Headmasters reported that families of school children did not provide funds to finance school building construction.

Seven of the 19 Headmasters responding to Question 5 reported that families were charged a fixed building fund amount for each child enrolled in the school being built. Twelve Headmasters stated that families were not charged a building fund amount according to each child enrolled.

Fourteen Headmasters reported that a fixed amount was charged to every family in the school district regardless of the number of children the family had in the school. One Headmaster did not answer the question. Five Headmasters reported a fixed amount had

been charged for each child in school and that a fixed amount was also charged to all families in the community or with children in school.

TABLE 3.--METHODS OF FINANCING SCHOOL BUILDING CONSTRUCTION IN SELECTED KENYA PRIMARY SCHOOL DISTRICTS AS REPORTED BY PRIMARY SCHOOL HEADMASTERS

Participating Headmasters	School Construction Financed by		
	Families of School Children	Fixed Amount for Each Child	Fixed Amount for All Families
A	Yes	No	No*
B	Yes	Yes	Yes
C	Yes	No	Yes
D	Yes	No	Yes
E	Yes	No	Yes
F	Yes	No	Yes
G	Yes	No	Yes
H	Yes	No	Yes
I	Yes	No	Yes
J	Yes	Yes	Yes
K	Yes	Yes	Yes
L	Yes	Yes	Yes
M	No	No	Yes
N	No	Yes	No
O	Yes	Yes	--
P	Yes	Yes	Yes
Q	No	No	No
R	No	No	No
S	No	No	Yes

*Headmaster in School A did not indicate whether building fund was charged on every student enrolled or charged on every family with children enrolled in primary school.

Headmasters in certain primary schools charged a building assessment to every family with children enrolled in the school being constructed. Other Headmasters charged a building levy to each child enrolled. Questions 7 and 8 were included in the questionnaire in order to get the response of Headmasters included in the study.

Question 7: The amount charged for construction on every child attending school is shillings _____?

Question 8: Every family that has children in your school pays shillings _____?

Four Headmasters, as recorded in Table 4, charged a fixed amount to each child enrolled in school. Twelve Headmasters charged a fixed amount to every family with children enrolled in school.

Nineteen Headmasters responded to questions 9 and 10. The responses from the Headmasters were used to develop Table 5.

Question 9: Are there any children in your school community who do not attend school because their parents are unable to pay the tuition, building fund, or any other school funds? /

Question 10: If the children in the community were admitted to your school without fees or any other charges to their parents, would you have enough room to accommodate them?

Sixteen Headmasters stated that there were some children in the school community not attending school because the families of those children were unable to pay tuition and building fund charges. Three Headmasters denied that there were any children in the community not attending school because the families were unable to pay tuition and building fund.

TABLE 4.--NUMBER OF SHILLINGS CHARGED FOR EACH CHILD AND/OR FOR EACH FAMILY FOR SCHOOL CONSTRUCTION AS REPORTED BY SELECTED PRIMARY SCHOOL HEADMASTERS

Participating Headmasters	Fixed Amount for Each Child	Fixed Amount for All Families
A	--	--
B	--	--
C	--	Shs. 10
D	--	Shs. 50
E	--	Shs. 53
F	--	Shs. 10
G	--	Shs. 15
H	--	Shs. 20
I	--	Shs. 25
J	Shs. 20	Shs. 20
K	--	Yes
L	--	Shs. 15
M	Shs. 3	--
N	Shs. 3	--
O	--	--
P	--	2
Q	--	--
R	--	--
S	Shs. 5	Shs. 5

TABLE 5.--HEADMASTERS RESPONSE TO QUESTION WHETHER CHILDREN NOT IN SCHOOL BECAUSE PARENTS WERE UNABLE TO PAY FEES, CHILDREN WERE NOT IN SCHOOL BECAUSE THERE WERE NO FACILITIES IN SCHOOL TO ACCOMMODATE ALL SCHOOL AGE CHILDREN

Participating Headmasters	Children Not in School Because	
	Parents Unable to Pay Fees	Could or Could Not Accommodate All School Age Children
A	Yes	Yes
B	Yes	Yes
C	Yes	Yes
D	Yes	Yes
E	No	No
F	No	No
G	Yes	No
H	Yes	No
I	Yes	Yes
J	Yes	No
K	Yes	Yes
L	No	No
M	Yes	No
N	Yes	Yes
O	Yes	Yes
P	Yes	No
Q	Yes	Yes
R	Yes	No
S	Yes	Yes

Ten Headmasters stated that there was room in school to accommodate all children including children not at school because the families could not afford to pay tuition and building fund. Nine Headmasters indicated that there were no facilities in school to accommodate all primary school age children in the community.

In 1972 the Minister for Education in the Republic of Kenya informed the Kenya National Assembly that the newly created District Education Boards would assume the responsibility for providing and maintaining of primary school buildings. In accordance with the Education Ordinance of 1968, District Councils were charged with the responsibility for financing primary school education from proceeds raised from local taxes, school tuition levy, and grants from the national government. Questions 11 and 12 on the questionnaire sought to determine the extent of financial assistance Headmasters of primary schools received from District Councils for primary school physical facilities.

Question 11: What financial and technical assistance did you receive from the District Council toward the construction of primary schools?

Question 12: What proportion of the total cost of your primary school buildings was financed by funds from the District Council?

Responses to question 11 have been presented in Table 6.

Twelve Headmasters reported that schools did not receive any assistance from the local authority. Two Headmasters indicated that financial support had been received from the District Council. One Headmaster reported receiving 20,000 shillings, while another received 3,500 shillings. Two Headmasters stated that building materials had been received from District Council. Two

TABLE 6.--TYPE, AMOUNT AND PERCENTAGE OF FINANCIAL AID PROVIDED TO LOCAL SCHOOL DISTRICTS BY DISTRICT COUNCILS

Participating Headmasters	Financial Aid Reported for Technical Service and Materials Provided	Percentage of the Total Cost Provided by District Councils
A	Survey and Building Plans	Not indicated
B	Shs. 3,500	25%
C	None	None
D	None	None
E	None	None
F	None	None
G	None	None
H	None	None
I	Cement and Roofing Materials	5%
J	None	None
K	None	None
L	None	30%
M	Cement, Roofing materials and sand	25%
N	None	None
O	None	None
P	None	None
Q	Labor	29%
R	None	None
S	Shs. 20,000	2%

Headmasters stated that building materials had been received from District Council. Two Headmasters reported that building plans and labor assistance had been provided from the District Council. One Headmaster did not indicate the kind of assistance received but reported a proportion of assistance was received from the District Council.

Twelve Headmasters reported receiving no financial aid from District Council. Four Headmasters reported receiving between 25 and 30 per cent of the total cost of the building while 5 per cent and 2 per cent respectively was reported as having been provided in 2 of the primary schools.

There were other sources of funds for financing primary school building construction other than families of children then attending schools under construction and District Councils. Question 13 specifically requested Headmasters to identify other sources of funds, then to indicate the proportion received from those sources relative to the total cost of the building.

Question 13: Were funds for the construction of the primary school secured from any source other than parents and/or the District Council? If yes, please identify the source and indicate the proportion of total cost of the building secured?

The tabulation of the responses from Headmasters to the question are recorded in Table 7. Three Headmasters indicated that the school received some support from community development councils. One of the three Headmasters received 1,797 shillings, and 40 bags of cement; another Headmaster received 2,879.35 shillings; and the third Headmaster did not indicate the amount of money or the nature of aid received from the community development

TABLE 7.--NATURE AND SOURCE OF AID PROVIDED FOR CONSTRUCTION OF PRIMARY SCHOOLS FROM SOURCES OTHER THAN FAMILIES AND DISTRICT COUNCILS AS REPORTED BY PRIMARY SCHOOL HEADMASTERS

Participating Headmasters	Nature and Source of Aid
A	Yes
B	Shs. 1,797, and 40 bags of cement from Community Development Council
C	None
D	None
E	None
F	None
G	Shs. 2,879.35 from Community Development Council
H	None
I	None
J	Shs. 1,500 from Charity Sweepstake
K	Shs. 10,000 from Minister Shs. 10,000 from Charity
L	None
M	Charity Sweepstake and Harambee--15%
N	Outside the District 40%
O	Shs. 3,000 from Charity Sweepstake
P	Shs. 600
Q	Community Development Council
R	Charity Sweepstake 80% Church 20%
S	Shs. 10,000 from Charity Sweepstake

fund. Six Headmasters reported financial assistance from charity sweepstakes. One of the 6 Headmasters acknowledged receiving 1,500 shillings; two Headmasters received 10,000 shillings each; the fourth Headmaster did not indicate the sum of money received; the fifth received 3,000 shillings; and the sixth Headmaster indicated that the school received 80 per cent of the total cost of the building project from charity sweepstake. One Headmaster stated that the school received 10,000 shillings from a Cabinet Minister. Another Headmaster received 20 per cent of the total cost from a church organization. One Headmaster indicated that the school received 40 per cent of the total cost of the building project from outside the district but did not identify the source. Seven Headmasters indicated that the school did not receive financial aid from any other source other than funds raised from families, and the District Council. One Headmaster acknowledged receipt of 600 shillings without identifying the source, while another Headmaster stated that the school received aid from other sources without identifying the source and the amount of aid received.

Questions 14, 15 and 16 on the questionnaire sought to establish the average cost for building one classroom, the average size of the classroom and the actual number of students in the classroom.

Question 14: What is the approximate cost per classroom in the building just completed or currently under construction?

Question 15: What is the average size of your classroom?

Question 16: How many students actually sit in each classroom?

Three Headmasters indicated that the average cost of building a classroom was 10,000 shillings. Two Headmasters reported the average cost per classroom was 15,000 shillings. Three Headmasters reported the cost of building a classroom was 21,000 shillings. The average cost per classroom as indicated on the questionnaire by the remaining 9 Headmasters was as follows: 2,000, 5,000, 20,000, 3,000, 25,000, 50,000, 18,000, 6,000, and 140,000 shillings.

Nine Headmasters recorded on the questionnaire that the average size of a classroom was 500 square feet. Four Headmasters indicated that the average size was 625 square feet. The remaining 5 Headmasters recorded the average size of a classroom as follows: 600, 520, and 750 square feet.

Eight Headmasters indicated on the questionnaire that the actual number of students in a classroom was 50. Six Headmasters had 45 students per room. Two Headmasters reported 35 and the remaining 2 Headmasters reported 40 and 30 students per classroom.

Responses to the above questions are illustrated in Table 8.

The purpose of including question 17 was to find out whether the major source for building fund was coming from the same source that provided funds for classroom furniture.

Question 17: From what sources are funds secured to purchase classroom furniture?

Eleven Headmasters indicated that the school secured funds for the purchase of classroom furniture from families having

TABLE 8.--APPROXIMATE COST PER CLASSROOM, AVERAGE SIZE PER CLASSROOM AND NUMBER OF STUDENTS TO BE ACCOMMODATED IN EACH CLASSROOM

Participating Headmasters	Approximate Cost per Classroom in Shillings	Average Size of Classroom in Square Feet	Number of Students per Classroom
A	Shs. 20,000	Sq. Ft. 500	50
B	Shs. 5,000	Sq. Ft. 500	50
C	Shs. 21,000	Sq. Ft. 500	45
D	Shs. 10,000	Sq. Ft. 625	45
E	Shs. 10,000	Sq. Ft. 500	45
F	Shs. 3,000	Sq. Ft. 600	45
G	Shs. 25,000	Sq. Ft. 625	50
H	Shs. 21,000	Sq. Ft. 500	45
I	Shs. 10,000	Sq. Ft. 625	50
J	--	Sq. Ft. 500	45
K	Shs. 15,000	Sq. Ft. 450	30
L	Shs. 15,000	Sq. Ft. 625	35
M	Shs. 2,000	Sq. Ft. 500	40
N	Shs. 50,000	Sq. Ft. 400	35
O	Shs. 21,000	Sq. Ft. 520	50
P	--	--	--
Q	Shs. 18,000	Sq. Ft. 750	50
R	Shs. 6,000	Sq. Ft. 500	50
S	Shs. 140,000	Sq. Ft. 500	50

children enrolled in the school. Three Headmasters indicated money for classroom furniture came from the sales of the proceeds from school farms. Some schools used money from the general fund to buy furniture. Two Headmasters listed crafts as the source for raising money for classroom furniture. Three Headmasters indicated they bought classroom furniture from donations. Seven Headmasters listed Harambee as the main source of financing classroom furniture. Harambee meaning that members of the school community contribute money voluntarily toward the cost of classroom furniture. Two Headmasters stated funds for classroom furniture were received from church organizations. One Headmaster indicated that the school received furniture from Kenya School Equipment Service. Nine Headmasters indicated more than one source for securing funds for purchase of classroom furniture.

The responses to question 17 are shown in Table 9.

Question 18 was included in the questionnaire to allow Headmasters to relate the problems encountered relative to primary school building projects.

Question 18: Please identify the various kinds of problems you encountered during the construction? e.g. planning, financing, labor, materials, supply sources, architecture, or any other.

Table 10 provides what Headmasters listed on the questionnaire as the problems encountered during construction of primary school buildings. Fourteen Headmasters indicated that financial problems were experienced. Thirteen Headmasters indicated that skilled labor was a major problem. Six Headmasters stated that transportation of building materials was a problem. Three

TABLE 9.--PRINCIPLE SOURCES OF FUNDS TO PURCHASE CLASSROOM FURNITURE

Participating Headmasters	Sources of Funds for Furniture
A	Parents
B	Parents
C	Parents
D	Parents
E	Parents
F	Farm Fund
G	Parents
H	Farm Fund, Parents and Harambee
I	Parents
J	Parents, Farm Fund and Harambee
K	Parents, Crafts and Donations
L	Fees and Harambee
M	Harambee and Parents
N	Crafts, Donations and Fees
O	Fees or Harambee
P	---
Q	Harambee, Church and Donations
R	Church
S	Kenya School Equipment Service and Harambee

TABLE 10.--PROBLEMS ENCOUNTERED BY HEADMASTERS IN CONSTRUCTION
OF SCHOOL BUILDINGS

Participating Headmasters	Problems Encountered
A	Transportation and Skilled Labor
B	Highways, Finance and Skilled Labor
C	Finance, Labor and Architecture
D	Unemployment Among Parents
E	Finance
F	Finance
G	Finance and Labor
H	Finance, Labor and Materials
I	Labor, Materials and Finance
J	Skilled Labor and Finance
K	Finance, Labor and Transportation
L	Skilled Labor and Transportation
M	Finance and Water Shortage
N	Finance and Skilled Labor
O	Finance and Labor
P	---
Q	Skilled Labor and Materials
R	Finance and Transportation
S	Finance, Skilled Labor and Transportation

Headmasters listed building materials were not available close enough to the school. One Headmaster listed unemployment among families with children enrolled in school as a problem. And 1 Headmaster listed water shortage as a problem in getting school buildings constructed.

The purpose of the last question on the questionnaire was to give the Headmasters an opportunity to state in writing what should be done to make primary school facilities more readily available so that universal primary educational opportunities might be provided for all children in Kenya.

Question 19: In your judgment, what might be done to make primary school facilities more readily available so that universal primary education opportunities might be provided for all children in all areas of Kenya? e.g., (a) Change in ways of financing building constructions, (b) public support of education by taxation, (c) building planning.

Eleven of 13 Headmasters responding to question 19 indicated public financing of primary school buildings as the only possible way of assuring universal primary education to every child in Kenya. One Headmaster suggested the support should be in the form of a nationwide tax. One Headmaster suggested that the financing should include local authority, the national government and the sponsors of the schools. Two Headmasters suggested that to provide facilities to accommodate universal primary education would require better planning and organization. One Headmaster suggested that facilities at primary school level should be financed in the same way as secondary school facilities. Another Headmaster suggested the payment of tuition should be abolished. This data is illustrated in Table 11.

TABLE 11.--SUGGESTIONS BY HEADMASTERS FOR SECURING ADDITIONAL REVENUE FOR SCHOOL CONSTRUCTION

Participating Headmasters	Suggestions
A	No Suggestion
B	Nationwide Taxation and Better Highways
C	Public Support by Taxation
D	Public Support by Taxation
E	Public Support as done in Secondary Schools
F	No Suggestion
G	Public Support by Taxation
H	No Suggestion
I	No Suggestion
J	No Suggestion
K	Grants from Government and Better Organization
L	Public Support by Taxation
M	Public Support by Taxation
N	Public Support or Abolish Tuition
O	Better Planning and Organization
P	Public Support by Taxation
Q	No Suggestion
R	Public Support by Taxation
S	County Council Sponsor and Government

Data from Ministry of Education
Annual Reports

In the preceding section data collected by means of questionnaire responses secured from selected Headmasters of primary schools in Kenya, have been presented and analyzed. Information and data secured from a review and analysis of 1970, 1971, and 1972 Annual Reports of the Ministry of Education have provided a wealth of data pertinent to the study.

Information relating to the condition and financing of primary school buildings as reported by District Education Officers to the Head of the Primary Section of the Ministry of Education were found to be particularly important and relevant. Annual Reports for 1970, 1971, and 1972 have been utilized intensively. Annual Reports for 1973 and 1974 were not available for inclusion in the study. The Annual Reports cover a wide range of activities relative to primary school education.

Condition of School Building
and Sources of Financing

The review of the 1970 report provided information from 21 District Officers. The information and data pertaining to primary school buildings for the year 1970 have been recorded in Table 12.

Eight District Education Officers reported that houses for teachers and/or offices were in poor condition. Eleven District Education Officers reported that school buildings were inadequate. Five District Education Officers identified the community in which schools were located as the main source of financing primary school building construction. In 3 districts, according to the

TABLE 12.--PHYSICAL CONDITION AND FINANCIAL SOURCES FOR CONSTRUCTION OF PRIMARY SCHOOL BUILDINGS AS REPORTED IN THE 1970 ANNUAL REPORT OF THE MINISTRY OF EDUCATION

Districts Reporting	Condition of Buildings	Financing Sources
Kiambu	Permanent school buildings coming up.	Community, Donations and Charity Sweep-stake
Muran'ga	Houses for teachers are poor.	Community
Machakos	Houses for teachers are inadequate.	Not indicated
Kitui	Houses for teachers are lacking.	Not indicated
Embu	Permanent buildings. But not in all schools.	Parents
Isiolo	Houses for teachers are not available.	Not indicated
Marasabit	Houses for teachers are poor.	Not indicated
Kilifi	Poor classrooms and the situation reported serious.	Community
Taita Taveta	Classrooms are inadequate.	Not indicated
Tana River	Classrooms are inadequate.	Community
TransNzoia	Effort to improve school buildings.	Self-help and Ministry of Social Services
Nandi	Not indicated	Fund raising from Community led by Minister
Laikipia	Classrooms inadequate only seven built in 1970.	Community
Narok	Lack of adequate classrooms and teacher's houses.	Not indicated

Districts Reporting	Condition of Buildings	Financing Sources
Baringo	Classrooms are inadequate.	Self-help, parents and donations
Samburu	Classrooms are inadequate	Not indicated
Bungoma	School buildings inadequate and in poor conditions.	Not indicated
Busia	Classrooms are inadequate.	Donations and parents
Eldoret Municipality	Not enough to accommodate all school age children.	Not indicated
Garissa	Classrooms are inadequate.	Not indicated
Wajir	Lack of houses for teachers.	Not indicated
Mahdera	Lack of offices and houses for teachers.	Not indicated

1970 Annual Report, School Committees appealed to the public to donate money for financing primary school building projects. A Cabinet Minister led a fund raising campaign within the Nandi district to finance primary school buildings in that district.

Table 12 has been developed from the 1970 Annual Report.

Reports from 6 District Education Officers were included in the Annual Report of 1971 prepared by the Ministry of Education. The reports were relative to the conditions and sources of financing primary school buildings.

Three District Education Officers reported that school buildings were inadequate. One District Education Officer stated that houses for teachers were lacking. One District Education Officer reported that the sources of financing primary school

building projects came primarily from families with children enrolled in primary schools, donations from members of the community, and charity sweepstakes.

The financial sources, and the conditions of primary school buildings as contained in the Annual Report of 1971 are recorded in Table 13.

TABLE 13.--PHYSICAL CONDITION AND FINANCIAL SOURCES OF PRIMARY SCHOOL BUILDINGS AS REPORTED IN THE MINISTRY OF EDUCATION'S ANNUAL REPORT, 1971

Districts	Conditions of Buildings	Financing Sources
Kitui	Most of the school buildings were temporary, poor, and inadequate.	Charity Sweepstake, parents and donations
Embu	Most of the school buildings were poor.	Not indicated
Kisii	Lack of teachers' houses.	Not indicated
Garissa	Classrooms were inadequate.	Not indicated
Wajir	Classrooms were inadequate.	Not indicated
Mandera	Classrooms were inadequate.	Not indicated

Reports on the conditions of primary school facilities, and the sources of financing primary school buildings were included in the Annual Report of 1972 prepared by the Ministry of Education. Table 14 of this chapter contains information pertaining to the conditions and financial sources for primary school facilities.

Eleven district officers reported that classrooms were inadequate. Three District Education Officers reported that tuition

buildings, houses for teachers and storage, have been built. The Nakuru Municipal Education Officer and the Mombasa Municipal Education Officer reported that there were shortages of primary school facilities to accommodate all children of primary school age.

Six reports from District Education Officers appearing in the Annual Reports of 1972 stated the sources for financing primary schools. Five of the 6 District Education Officers indicated parents of children attending the schools under construction, as the main source of financing primary school building projects. The District Education Officer of Wajir reported that the major source for the school building fund was the Ministry of Education.

The District Education Officers for Garissa and Wajir districts submitted a report to the Ministry of Education in each of the years of 1970, 1971, and 1972. Reports were submitted from the districts of Embu, Kitui and Mandera in 1970 and 1971. Reports from three Districts, Bungoma, Isiolo and Marsabit were submitted in 1970 and 1972. The report from the district of Garissa was consistent in stating the inadequacy of classrooms and the poor condition of school buildings. The reports from Isiolo and Marsabit stated a lack or poor condition of houses for teachers in 1970, and reflected the inadequacy of classrooms in the report of 1972. The 1970 Annual Report indicated the District of Embu was constructing permanent school buildings while the 1971 Annual Report indicated most school buildings in Embu were in poor condition.

Problems and Comments on
Primary School Buildings,
1970 through 1972

Table 15 developed from the 1970, 1971, and 1972 Annual Reports presents a listing of problems encountered by and comments of the District Education Officers in establishing primary school facilities for the years 1970, 1971, and 1972. Eight District Education Officers submitted reports in 1970; 2 District Education Officers submitted reports in 1971; and, 3 District Education Officers submitted reports in 1972.

Among the problems encountered by District Education Officers in 1970 were a lack of maintenance, little cooperation in the community and poor transportation in some areas. Attendance in the primary schools of Taita Taveta declined because of the lack of classrooms.

The Annual Report of 1971 recorded reports from 2 District Education Officers. The District Education Officer of Garissa reported a lack of finances as a problem while the District Education Officer of Wajir reported a shortage of water.

The Annual Report of 1972 included 3 reports concerning problems in providing primary school facilities. The District Education Officer from Nyandarua reported that obtaining school sites was a problem and claims for compensation for the sites which had been acquired in an earlier period of time had been filed. The report of the District Education Officer of Kipsigis was similar to the one from Mandera and Narok which appeared in the 1970 Annual Report. The problem in Kipsigis was inaccessibility resulting from the lack of highways. The problem in

TABLE 15.--GENERAL PROBLEMS ENCOUNTERED AND COMMENTS BY DISTRICT EDUCATION OFFICERS IN RELATION TO PRIMARY SCHOOLS IN KENYA 1970 THROUGH 1972

District	Problems in Building	Comments
<u>1970</u>		
Baringo	Not indicated	Boarding Schools an answer to nomadic tribes.
Samburu	Lack of maintenance of school buildings.	Boarding schools the only solution to nomadic tribes.
Turkana	Not indicated	Day Primary Schools hard to establish in nomadic tribes.
Murang'a	Little cooperation in community.	No comments
Machakos	Posting of teachers difficult due to lack of houses.	No comments
Taita Taveta	Attendance dropped because of lack of classrooms.	No comments
Narok	Poor transportation.	No comments/
Mandera	Poor transportation.	No comments
<u>1971</u>		
Garissa	Lack of finance.	No comments
Wajir	Lack of water.	No comments
<u>1972</u>		
Kipsigis	Lack of highways.	No comments
Kisumu	Floods making construction impossible.	No comments
Nyandarua	Sites hard to obtain, claims for compensation.	No comments

Kisumu, as reported by the District Education Officer, was caused by floods which stopped all construction of schools.

Only 3 comments appeared in the Annual Report of 1970. The 3 District Education Officers from districts inhabited by nomads made the comments. The District Education Officer of Baringo and the District Education Officer of Samburu stated that boarding schools would provide a solution to provision of primary education to children from nomadic families. The District Education Officer of Turkana reported that Day Primary Schools were hard to establish among nomadic tribes.

Financing School Buildings in Ten Selected Countries

In the following section data from 10 countries are presented and analyzed. The 10 countries that appear in this section stretch from the continent of Africa to the continent of Asia and across the Pacific to the continent of South America.

Five of the 10 countries investigated were African countries. All African countries except Egypt and Liberia have been independent nations for almost the same period of time as has Kenya. All 5 countries are members of the Organization of African Unity. The organization advocated the expansion of educational facilities to enable as many children as possible to attend school. All 5 African countries are developing nations, but were at a different stage of development. With the exception of Egypt, the 5 African countries were primarily rural. In terms of education, only Egypt had compulsory education for all children of primary school age.

The main sources for financing primary school facilities in the 5 African countries have been summarized in Table 16. Three of the 5 countries indicated the community as the major source for raising funds for school building construction. In 1 of the 3 countries that listed the community as a major source of financial aid, Somalia, the schools received labor and materials, such as sand and stones, to construct primary school facilities. In Liberia, the schools received money, labor and some building materials from the community. The report from the state of Malagasy did not specify what form of aid was received for the construction of school facilities from the community.

All 5 African countries provided aid from the national government in the form of grants, loans and cash toward the construction of primary school facilities. In Liberia grants and loans from the national government were used to subsidize community efforts. The Somalian government assumed 10 per cent of the total cost of the local school facility under construction. The central government of the Republic of Malagasy subsidized communities that were engaged in primary school construction.

In addition to funds from the community and national government, primary schools under construction in Somalia and Liberia received substantial aid from the United States. The proportion of aid primary schools in Liberia received from the United States government was not disclosed. The report mentioned that Liberia received funds for primary school construction from the United States Agency of International Development. Somalia received up to 50 per cent of the total cost of primary school

building projects from the United States government. Aid from the United States to Somalia was in the form of building materials that were not available in Somalia, such as cement and roofing materials.

Senegal, like Somalia, received aid for school building construction from foreign sources. Support for school construction in Senegal came mainly from France and the European Common Market. The European Development Fund and the Associated Territories Overseas Fund, according to International Yearbook of Education, were listed as foreign financial aid sources for Senegal. Apart from foreign aid, the national government of Senegal created a Fund for Aid and Co-operation for financing construction of local primary schools.

The last but not the least of the 5 African countries studied was Egypt. The major source of school building funds in Egypt was the School Building Foundation. The governing board of the foundation was composed of the Minister for Finance and Economic Affairs as the chairman, the Minister for Education, Public Works, Municipal and Rural Affairs, and the Under Secretaries of each of the Ministries. Other members of the foundation were a government advisor, a professor of engineering, and two appointed members. The foundation was authorized to contract loans that were payable by public appropriation. Another source of financial aid for school buildings in Egypt included employers who benefited from education. Organizations such as the Arab Socialist Union and other national and local societies were encouraged to donate funds for public school buildings. Private holding companies and

parent organizations were encouraged to erect school buildings in local communities which the government would rent.

Table 16 contains information on sources for financing primary school building facilities in the 5 African countries. Table 16 has been developed from material found in the International Yearbook of Education 1964 through 1968.

TABLE 16.--MAJOR SOURCES OF FINANCING PRIMARY SCHOOL BUILDINGS IN FIVE AFRICAN COUNTRIES

African Countries	Sources of Financing Major School Construction
Liberia	Community: Labor, building material and money. National Government: Grants and loans. Foreign Aid: United States Agency of International Development.
Somalia	Community: 40 per cent of the total cost. That included labor, building materials, e.g. sand and stones. Foreign Aid: 50 per cent of the total cost from the United States. National Government: 10 per cent of the total cost.
Malagasy	Community: Type of financing not identified. National Government: Subsidized financing of construction.
Senegal	National Government: Funds for aid and cooperation. Foreign Aid: European Development Fund, and Associated Territories Overseas Fund.
Egypt	National Government: Grants and Loans. Non-Public: Donations from associations.

Three Asian countries were included in the study. The Republic of China was 1 of the 3 countries. The major sources of financing primary school facilities in the Republic of China were grouped under what the International Yearbook of Education referred to as a "tri-partite" system. Under the "tri-partite" system, the provincial government of the Republic of China; the local authority; and, the community, each paid a third of the total cost of school building construction.

The second Asian country was Israel. Local authorities, in Israel, were charged with the responsibility for constructing school buildings. Local authorities received funds for construction from the national government of the state of Israel. A national lottery and the Ministry of Housing and Development contributed toward school building construction.

The last of the 3 Asian countries studied was Lebanon. Primary school facilities in Lebanon were constructed by funds from the national government and private companies. The schools constructed by funds from private companies were rented by the national government. The buildings constructed by private companies had to meet specifications set by the government of Lebanon.

TABLE 17.--MAJOR SOURCES OF FINANCING PRIMARY SCHOOL BUILDINGS
IN THREE ASIAN COUNTRIES

Asian Countries	Major Sources of Financing School Construction
Republic of China	Community: One-third of the total cost. Local Authority: One-third of the total cost. Provincial Government: One-third of the total cost.
Israel	Local Authority: Responsibility for building. National Government: Appropriates funds.
Lebanon	National Government: Finances some school buildings. Holding Companies: Builds and rents to the government.

Mexico, a country in South America, has become famous for prefabricated schools. The government of Mexico turned to prefabricated schools in order to provide facilities for compulsory primary education. Funds for building school facilities were drawn from 3 sources: the local community where schools were located; the state government; and, the federal government. Communities provided the greatest share of the total cost of the school buildings, followed by the state governments and the federal government in descending order. The total amount of money from the state governments of Mexico was almost as large as the amount the various communities extended toward the payment of school building construction. The share of federal government on the total cost of school buildings was small.

New Zealand, a nation comprising several islands in the South Pacific Ocean has a free, secular, and compulsory education system. In New Zealand the planning, drawing specifications, and

supervising of school construction has been done by regional education boards. All expenses of school building construction have been paid by the national government through the department of education.

The sources of financing school facilities in Mexico and New Zealand are shown in Table 18. The data used to develop this table was collected from the International Yearbook of Education.

TABLE 18.--MAJOR SOURCES OF FINANCING PRIMARY SCHOOL BUILDINGS IN MEXICO AND NEW ZEALAND, 1966

Country	Major Sources of Financing School Construction
Mexico	Community: 154 million pesos. States: 141 million pesos. Federal: 1,685,000 pesos.
New Zealand	National government pays the total cost.

Financing School Buildings
in the United States

The review of related literature revealed that the largest single contributor to public elementary and secondary education in the United States is the local school district. Every state, except Hawaii, has been divided into several school districts. The number of elementary and secondary school buildings located in each school district vary depending upon the population of the school district. Several school districts have consolidated small attendance areas into larger attendance areas for economic reasons. As far as this study was concerned, the number of schools in a district or the pupil size of the individual school was

immaterial. However, two factors, the size and number of attendance areas, have a bearing on the total financial package for administering an education program in a district.

In the United States, funds for financing construction of school facilities has been made a part of the total cost of the educational program. In the school year 1970-71, the largest single share of the total cost of public school education came from taxpayers of local school districts. Taxpayers of local school districts throughout the United States paid, on an average, 59 per cent of the total expense of public elementary and secondary education. During 1970-71, the individual state governments throughout the United States contributed an average of 38 per cent of the total cost of public education. The federal government of the United States contributed about 2 per cent of the cost of public education.

The federal government of the United States has provided funds for the construction of public school facilities in districts that experienced an influx of school population as a result of federal installations. Even though the federal government of the United States did not extend financial aid to finance capital outlay, grants for operational expenses released revenue of individual states and local school districts which could be used for capital outlay.

Most of the funds for public education in the United States were raised in the districts in which schools were located. Ninety-eight per cent of the revenue raised in 1971 for public education including the cost of construction of school facilities,

was collected in the form of property tax. Most local school districts did not have funds from property tax readily available when it was needed which forced school administrators to borrow for capital outlay expenses. Table 19 shows 2 arrangements used by local school administrators to finance construction of school facilities.

TABLE 19.--TWO PLANS AND THE ADVANTAGES AND DISADVANTAGES OF THE VARIOUS PLANS FOR FINANCING SCHOOL BUILDING CONSTRUCTION IN THE UNITED STATES

Plans	Advantages	Disadvantages
<p><u>Pay-As-You Go:</u> Under this arrangement building construction projects are financed from current revenues.</p>	<p>The advantage is that interest charges are avoided.</p>	<p>Taxpayers bear disproportionate share of financial burden leading to intergenerational inequity.</p>
<p><u>Building Reserve Fund:</u> Certain funds are earmarked for future building needs. Funds accumulate until sufficient amounts are available for the project.</p>	<p>Like the first, the advantage of avoiding interest. Tax rates are relatively stabilized.</p>	<p>Because of inflation, interest earned on reserve fund is offset. Not encouraged by several state governments because of problems involved in handling the reserve funds.</p>

Several school districts in the states borrowed money for capital outlay. The school districts that borrowed funds for construction of school facilities issued bonds. A bond is a formal written obligation specifying conditions under which a loan must be repaid. The conditions include the principal amount borrowed,

the interest rate charged on the principal, and the terms of repayment.

Thirty-two of the 50 states of the United States, require approval of voters for the issuing of general obligation bonds. General obligation bonds are tax free and have a great degree of security for investors.

Purchasers of general obligation bonds had 2 criteria to consider prior to the investment of money. Most investors considered the communities ability to repay the loan and the willingness of the taxpayers of the community to retire the debt. Governmental officials of the state of Maine, Illinois and Pennsylvania, acting on the behalf of local school districts, sold and retired bonds. In other states, as in Wisconsin, state legislatures enacted laws guaranteeing the repayment of bonds. Such action on the part of state governments was an attempt to aid school districts in financial difficulty.

The literature revealed 3 types of general obligation bonds. The 3 types of general obligation bonds, as well as the advantages and disadvantages of each type, are presented in Table 20.

All general obligation bonds have the advantage of lower interest rates because such bonds are free from federal income tax. General obligation bonds have a serious disadvantage as bonds must be included in the total amount of outstanding debt of the school districts. The borrowing capacity of the school district was dependent upon the amount of outstanding debt. As the outstanding debt increased, the borrowing capacity of the school district decreased.

TABLE 20.--TYPES OF AND ADVANTAGES AND DISADVANTAGES OF GENERAL OBLIGATION BONDS

Bonds	Advantages	Disadvantages
<p><u>Straight Bond:</u> Interest is paid annually and principal paid at a specified period.</p>	<p>Provides immediate building benefit. Current taxpayers share the benefit of the building.</p>	<p>The possibility of the bond issue being voted down makes this method uncertain. Involves school administration into banking business.</p>
<p><u>Serial Bond:</u> A definite portion of the principal is retired every year along with interest.</p>	<p>Preferably in states where there is no tax limitation. Repayments can easily be scheduled.</p>	<p>Because of state's limitation the amount of debt repayment is effectively limited. Possibility of voters rejecting the bond.</p>
<p><u>Serial-Redemption Sinking Fund Bond:</u> The district votes for life time bond. Sinking Fund retired annually.</p>	<p>Has advantages of both serial and sinking bonds. District votes once for the life time of the bond. Sinking Fund is exhausted annually.</p>	<p>Requires careful administration of the debt. Votes may reject the bond.</p>

School districts in some states, for reasons such as the lack of borrowing capacity and voter rejection, turned to private building corporations. Agencies of private building corporations bought sites, erected school buildings and leased the buildings to the school corporation. The building corporation charged rent to the users of the buildings and used the rents paid to repay the

principal and interest. States such as Kentucky and Indiana that have statutory debt limitations, turned to private building corporations as a device to circumvent borrowing restrictions. When the indebtedness has been retired, the private corporation deeds the school facilities to the school district.

Corporation bonds used by private building corporations were expensive as they were not free from federal income taxes. The bonds had limited markets. In Pennsylvania corporation bonds were tied to the state aid payment and therefore increased the rate of the bonds. Whenever a school district defaulted on payments, the state of Pennsylvania made payments from rental aid fund.

Summary

This section of the chapter deals with the summary of data collected.

Nearly all the funds for construction of primary schools in Kenya were secured from parents with children in school. Parents paid a certain amount of money into a building fund. The amount parents paid was decided by school committees. Several school committees charged parents according to the number of children from a family enrolled in the school. Other school committees had a flat rate of payment for every family with children enrolled in the school under construction.

Members of communities in which schools were under construction voluntarily subscribed to the building fund. The subscriptions were in the form of building materials, labor on construction or cash.

Some schools received financial aid from District Councils. Six Headmasters indicated schools received amounts ranging from 2 to 30 per cent of the total cost of the buildings that were under construction. Twelve Headmasters indicated that schools received nothing from District Councils toward the construction of primary school buildings.

The Government of the Republic of Kenya met the total cost of school construction of some schools in the less developed districts. There are 11 district considered less developed. The other 28 districts and 7 municipalities received a ten pound token grant from the government.

Churches, charity organizations and some individuals in Kenya, donated money and building material toward primary school construction. One Headmaster reported 100 per cent of the total cost of the building construction came from church and charity organizations. A total of 8 Headmasters out of 19 received some funds for school construction from charity organizations, prominent persons in the government, and private citizens. The amounts from these sources ranged from 600 to 10,000 shillings.

The 5 African countries included in the study had similarities and differences in the method of raising funds for construction of school buildings. Four of the 5 African countries, Egypt excepted, raised a portion of the total school construction cost from communities in which schools were located. Somalia specified that 40 per cent of the cost of primary school building construction came from the community. Liberia, Malagasy and Senegal indicated that a portion of the total cost of building

primary school facilities was raised in the community but the 3 countries did not specify the proportion of the total cost.

Four nations: Somalia, Malagasy, Liberia, and Senegal received financial aid utilized on primary school construction from national governments. Schools in Somalia received 10 per cent of the total cost of the building project from the Government of the Republic of Somalia. The report on the Republic of Malagasy, and Senegal revealed that the National Governments of the 2 nations extended financial assistance for the construction of primary school facilities.

Primary school authorities in Somalia, Senegal and Liberia received foreign aid to cover part of the cost for construction of primary school facilities. School authorities in Somalia received up to 50 per cent of the total cost of the building project from the United States Government. Liberia received assistance from the United States through the Agency of International Development. Senegal was assisted by France and the European Common Market.

The Government of Egypt had a School Building Foundation which contracted loans for the construction of school facilities. Private holding companies were encouraged to construct school facilities and the Egyptian National Government rented the facility. Parent organizations and other groups were allowed to build school facilities and rent the facility to the government.

Three nations on the Asian Continent were included in the study. The purpose of including the 3 was an attempt to see if the approach of financing primary school facilities would be

appropriate for Kenya. The 3 nations included were the Republic of China, Lebanon and Israel.

The plan for constructing school facilities in the Republic of China is referred to in the literature as a "tri-partite." The community in which the school was located paid one-third of the total cost of the building project. The local authority, which was the equivalent of the District Council in Kenya, was responsible for a third of the cost of the building. The final third was paid by the provincial government.

In Lebanon the national government had appropriation powers to construct school facilities. Private holding companies were encouraged to construct school facilities and the national government rented the buildings for school use.

In the state of Israel local authorities were responsible for constructing school buildings. The national government was responsible for appropriating funds to pay for construction cost.

In Mexico, the cost of school construction was paid for by the community in which the school was located, the state government, and the federal government. The community paid approximately one-half the total cost of the building project. The state paid less than half the total cost of the facility. The federal government paid the remaining amount. In New Zealand the total cost of the school building project was paid for by national government appropriations.

In the United States, financing of public school construction was part of the total package of educational finance. The approach of raising funds for school construction was different

from state to state, but generally it was the responsibility of local school districts to finance construction of school facilities. Traditionally elementary and secondary public school facilities have been financed with borrowed funds. The theory for borrowing for school construction cost contends that borrowing and subsequent repayment at the later times was reasonable in that the user in the future would ultimately share in repaying the bond. Funds for repayment of loans were raised from a local property tax.

Local school districts appropriated funds payable by property owners in the district for the purpose of financing school construction. In some states the appropriation had to be approved by voters. In other states there was a limitation as to what percentage of the assessed value of the property could be appropriated.

Another source of financing public school facilities in the United States was by funds provided by individual states. By 1965, 40 of the 50 states had developed some form of state assistance to local school districts for financing school construction. Several states utilized state building authorities, state guarantees of debt service, and state purchases of local district school building bonds in order to aid local school districts to provide school facilities.

Local school districts sometimes received aid from the federal government for capital outlay. Federal support programs for local district capital outlay funds was made available only when associated with national interest programs. During the

depression of the 1930's, and during World War II, the federal government provided funds for local public school construction. The federal government provided funds for capital outlay to local districts that qualified for impacted aid. Another example of special purpose aid was the annual appropriation for restoration or repair of educational facilities seriously damaged by natural disasters.

CHAPTER IV

FINDINGS, CONCLUSIONS, GUIDELINES FOR IMPLEMENTATION FOR KENYA, AND RECOMMENDATIONS

The purpose of the study was to develop guidelines and specific recommendations for consideration by appropriate officials in Kenya to accomplish goals for funding the construction of primary school facilities.

Attention was focused on the following areas:

1. The situation related to the financing of construction of primary school buildings in Kenya.
2. Methods and procedures utilized for financing primary school construction in Kenya.
3. Patterns and procedures utilized in countries, other than Kenya, for financing the construction of primary school facilities which might be applicable or adaptable for use in Kenya.
4. Recommendation for adaptation in Kenya of selected roles, methods and procedures for financing primary schools.

In order to satisfy the purposes of the study data was secured by means of a questionnaire and by a review of literature. The data secured were related to financing of the construction of primary school buildings. Questionnaires were sent to 6 District Commissioners and 48 Headmasters of primary schools in the

Republic of Kenya. The Annual Reports from District Education Officers compiled by the Ministry of Education, Republic of Kenya, and a review of the methods of financing the construction of school facilities in eleven countries located on the continents of Africa, Asia, North America and South America were analyzed.

Findings

The following findings are based on the data as pertained to the Republic of Kenya.

1. Seventy-four per cent of the families with children enrolled in primary schools paid the cost of the construction of primary schools.

2. A fixed amount of money for each child was paid for school building construction funds in 37 per cent of the primary school districts.

3. Eighty-four per cent of the Headmasters reported children of primary school age were not in school because parents were unable to pay fees.

4. Forty-eight per cent of the Headmasters reported that all school age children in the district could not be accommodated in existing school facilities.

5. District Councils provided limited financial aid to 37 per cent of the primary school districts for school building construction.

6. The government of the Republic of Kenya was responsible for construction of some primary school buildings in eleven less developed school districts.

7. In twenty-eight district and seven municipalities, the government of the Republic of Kenya granted a token payment of ten pounds for school construction.

8. Six school districts received financial aid for school construction from church and charitable organizations.

9. Finance, labor, and transportation were listed as major problems encountered in the construction of primary school buildings.

10. Headmasters in 10 of the 19 primary schools suggested taxation as a means for securing additional revenue for the construction of primary school buildings.

11. Fifty-nine per cent of the District Education Officers in 1970; 83 per cent of the District Education Officers in 1971; and, 66 per cent of the District Education Officers in 1972 reported school buildings and classrooms were inadequate.

The following findings are based on the data relevant to the eleven selected countries.

1. The national government of each of the 5 African countries was listed as a source of financing school construction.

2. State or provincial governments provided some form of financial aid for school construction in the United States, the Republic of China, and Mexico.

3. National governments provided most of the funds needed for school construction in Egypt and Israel.

4. The national government of New Zealand paid the total cost of school construction in local districts.

5. Provincial, local, and community governments of the Republic of China each provided one-third of the total cost of school construction.

6. Ninety-eight per cent of school building construction in the United States has been financed by the taxation of property in the local school district.

7. Funds for school construction by individual states in the United States were secured from legislative appropriation of state general funds, proceeds of state bond issues, earmarked tax receipts, or permanent fund income.

8. The issuance of bonds, by local school districts for school construction in the United States, has been universal in 49 of the 50 states.

Conclusions

The conclusions presented are based on the data secured and analyzed as a part of the study, upon information secured through the review of literature, questionnaire, personal and professional experiences, contacts, and communication with the officials of the government of the Republic of Kenya.

1. Universal primary education has been accepted as a goal to be achieved in many of the developing nations of the world.

2. The major problems facing the developing nations has been and is the matter of financing education, the type of governmental organization and administration through which primary school buildings will be financed, constructed, and administered.

3. It is essential that the national legislative body pass appropriate measures or laws which commit the nation and its resources to achieving universal primary education.

4. The national legislative body must create a structure through which the administration, organization, and direction of schools, including primary education, will be achieved.

5. Sufficient money must be appropriated by the national government to provide substantial assistance to local school communities in need of new primary school facilities.

6. An equitable taxing structure must be established so that regional, district or local school community taxpayers will provide some funds to help finance needed school building programs.

7. Legislation is essential to establish a structure in which citizens at school community levels have a direct voice in school governance.

8. If a nation has regions or sections of the country that are underdeveloped, lacking in wealth, or have unique special problems which would not permit financing of primary school buildings by national dollars and local funds, then some special source of funds must be made available.

9. An arrangement must be made which would permit the acceptance and use of money from such sources as the United Nations, churches, gifts, other countries and economic aid programs, to be used to assist local school communities finance primary schools.

10. The establishment of a system which would permit regional areas, districts, or communities to issue general obligation

bonds against the taxable wealth of the unit is needed in order to secure local share of funds to finance needed primary schools.

Guidelines for Implementation for Kenya

Based on the findings and conclusions of the study, the long range plan for the Republic of Kenya should be to establish a fund for school building construction as part of the total educational budget. The educational budget which is suggested as a result of the study should include all the expenses that would be incurred in implementing universal primary education. For universal primary education to be a success the support of every taxpayer is a necessity.

Under the present system in which families of children enrolled in schools pay tuition, building funds, and fees, some families cannot afford to send children to school. The system recommended requires every taxpayer in every district to support the school building fund. The District Education Boards being created, charged with the responsibility of providing primary school facilities, should be allowed appropriation power. Given this power the District Education Boards could appropriate the necessary funds for construction of school facilities.

The government of the Republic of Kenya should require District Education Boards to appropriate funds for the construction of primary school facilities. The appropriation should be based on the annual income of taxpayers to eliminate inequity among taxpayers. The amount of the annual income of taxpayers employed could be provided by employers. Employers should withhold

deductions from the monthly wages of employees and submit the proceeds to District Education Boards.

Self-employed individuals should be requested to submit a statement to the Officials of District Education Boards declaring their annual income. The District Education Boards should establish a committee to verify the statements from self-employed persons. If the amount declared by the self-employed persons as the total annual income is correct, the Officials of District Education Boards should assess the amount of taxes to be paid. The proceeds from taxes collected from incomes of self-employed and other employees should be used for meeting the expenses of constructing primary school facilities.

This arrangement would have some inequity. Some districts have resources that enable people not only to be employed but also to earn a higher income. Unless there is some way of equalization, there is a possibility of some districts having better school facilities than others. To eliminate inequity, the government of the Republic of Kenya should provide equalizing grants. Grants have the advantage of making state financial resources available to the local school districts, while permitting the school building function to remain primarily in the hands of the local school authorities.

Long Range Guidelines

The following long range guideline plan for the Republic of Kenya and the subsequent short range guideline plan is necessary to provide the best possible education plan for the children of Kenya.

1. The Ministry of Education in the Republic of Kenya is in the process of creating District Education Boards and delegating the responsibilities of providing primary school facilities to boards. Twenty-nine of such District Education Boards have already been created. The Ministry of Education should continue to create District Education Boards until every public primary school is under the jurisdiction of a board.

2. If the District Education Boards are authorized, by the National Assembly of the Republic of Kenya, to appropriate funds to cover the expenses of constructing primary school facilities, the boards should appoint committees of experts to advise them on matters related to the appropriation of funds.

3. The responsibilities of such committees of experts should be: (a) to assess the incomes of employed and self-employed persons in the district; (b) to determine the amount of money that will be required for construction of school facilities; (c) to determine the amount of tax that each taxpayer should pay per annum based on the annual income of the taxpayer; and (d) to make recommendations to the District Education Board, the amount of money to be appropriated annually for school construction.

4. There should be a second committee comprised of educators and members of school district communities, preferably school committee members. The responsibility of the committee should include the following: (a) to determine what schools need to be built immediately; (b) to determine the number and the size of classrooms to be built; (c) to keep records of the number of prospective students in the school district; and (d) to make

recommendations to the District Education Board regarding the number and location of primary schools to be constructed.

5. A third committee should be appointed by the District Education Board to be responsible for the following: (a) to determine with the help of the school committee the site of school buildings; (b) to encourage members of the school communities to provide voluntary labor and donations for school construction; (c) to encourage taxpayers to pay the taxes for school construction; (d) to supervise school committees to be sure that funds granted for school construction are used for that purpose; and (e) to make recommendations to the District Education Board.

6. The Ministry of Education should request the National Assembly of the Republic of Kenya to appropriate funds annually to subsidize districts that are underdeveloped. In order to distribute funds where there is need, the Ministry of Education would need to establish a committee of experts to advise it. The committee may have to assess the gross income of each school district to determine what district are underdeveloped and therefore require a subsidy for school construction. The committee should also determine the amount of money to be extended to the school districts based on need. One of the ways to arrive at the amount to be granted is to obtain the figures of the amount that each district could possibly appropriate and subtract that amount from the actual amount required. The difference should form the basis for the grant to be awarded. The Ministry of Education should devise a method of evaluation which would assure that the

grants are spent in the areas of the district where there is real need for primary school facilities.

These long range guidelines will take time to be implemented. There are, therefore, short range guidelines that could be employed while the long range plans are being evaluated by the authorities concerned.

Short Range Guidelines

The present system of financing public primary school facilities should be continued but phased out in stages. District Education Boards should take over the responsibility for financing school construction as soon as a school construction fund has been established. Most District Education Boards will not have the amount required for full funding of school facilities. The District Education Boards should continue to increase financial aid as funds become available. Some District Education Boards will never be able to fund fully school facilities, especially the eleven underdeveloped districts. Should this occur, the National Government of the Republic of Kenya should continue to make funds available for construction of primary school facilities.

The present arrangement of financing primary school facilities may not be able to generate enough funds to accommodate universal primary education for all school aged children. Should universal primary education necessitate rapid construction of more facilities, the following short term guidelines should be considered.

1. Continue collecting building fund fees from families whose children are currently enrolled in districts in which primary

schools are being constructed. Headmasters working with respective school committees should determine the amount each family should pay to the building fund. To ensure parents cooperation, the parents' association in the school locality should be involved as much as possible in matters related to financing primary school construction.

2. A public relations program should be initiated which would inform parents what the school was doing for children and what was needed in order to do more for the children. The public relations program should include the entire community in which the school was located.

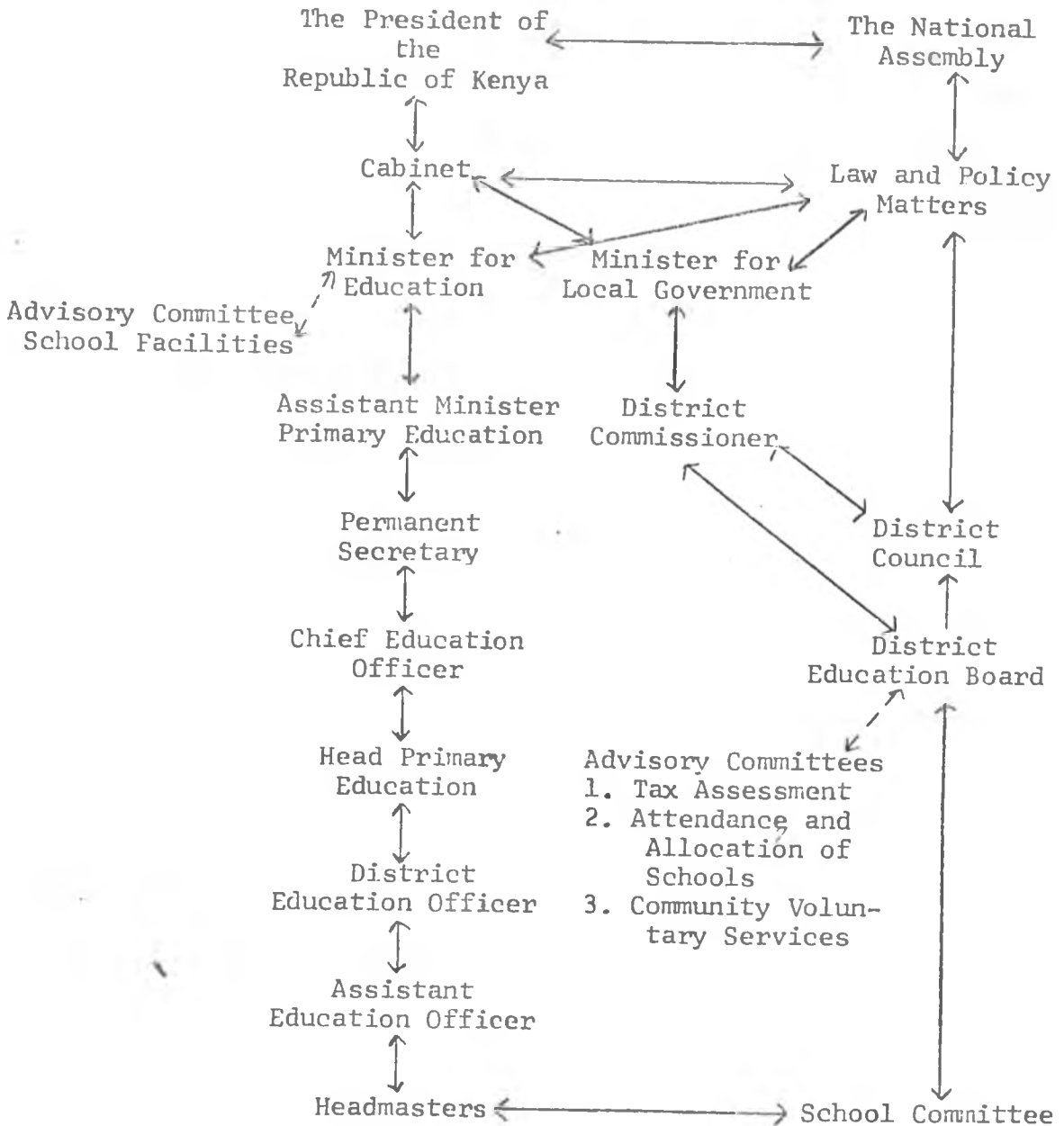
3. Parents who cannot afford the fee charged for the building fund should be encouraged to pay in another form. Parents who cannot afford cash payments should be allowed to work on the building project or supply building material. School committees, Headmasters, parent associations and contractors should work together to determine the value of the labor provided and/or building material. There have been instances where parents have been organized to provide meals to construction workers. Such aid should be encouraged.

4. District Education Boards should be authorized to borrow funds for construction of primary school facilities. One source from which District Education Boards could borrow is the retirement or pension fund of teachers. If the retirement funds do not provide adequate funding for the construction of facilities required immediately, District Education Boards should issue bonds, preferably general obligation bonds.

5. The government should continue to provide the building fund money to needy districts but only through District Education Boards. Since District Education Boards have been charged with the responsibility of providing facilities for primary schools throughout Kenya, the boards should handle the funds for construction.

Most of the short and long range recommendations for financing primary school facilities stress the importance of the District Education Boards in collecting and distributing funds to the needy schools. It has been suggested that several committees be established to ensure the District Education Boards have the necessary information to base policies for collection and distribution of building funds. The District Education Board should be responsible for collecting the building fund money from taxpayers, the government of the Republic of Kenya, charity organizations, and individual donors. School committees should have the right to petition District Education Officers and District Commissioners when there is evidence that some schools are not receiving a fair share of building fund from District Education Boards.

Chart 2.--Proposed Organization and Administrative Chart of Primary Education



- - - - - Advisory Authority
 _____ Line Authority

Recommendations

The following recommendations are based on the findings of the study.

1. A school building fund should be established as a part of the total educational budget in each educational district.

2. A system for the collection of taxes should be devised that requires every taxpayer to support the total educational budget.

3. District Education Boards should be allowed appropriation powers for school construction.

4. The government of the Republic of Kenya should make equalizing grants available to local school districts.

5. Every public primary school should be under the jurisdiction of a District Education Board.

6. Appropriate local committees should be appointed to assist the District Education Boards for advisement purposes.

7. The Ministry of Education for the Republic of Kenya should require each District Education Officer to submit the required educational reports to the Ministry at specified dates during the year.

Recommendations for Further Study

The following recommendations for further study are submitted for consideration:

1. A study of the composition, qualifications and duties of school committees should be studied to determine whether or not such committees are effective in Kenya.

2. A study should be made regarding the qualification requirements and the composition of membership on District Education Boards.

3. The taxable wealth of every district should be studied to determine which districts require equalization building funds. The study should reveal whether there are other sources of income not only for the building fund but also for the entire primary education program.

4. Another needed study is related to the movement of people in areas inhabited by nomadic tribes. Such a study would determine whether mobile schools should be established in districts inhabited by nomadic tribes.

APPENDIXES

APPENDIX A

Letter to District Commissioners

Ball State University
Shively Hall,
Muncie, Indiana 47306
U.S.A.

The District Commissioner,

Kenya,
Africa.

Dear Sir,

Re: COUNTY COUNCIL BYLAWS & POLICIES REGARDING
CONSTRUCTION OF PRIMARY SCHOOL BUILDINGS

I am a Kenya citizen currently studying for a Doctor of Education degree in Educational Administration and Supervision at Ball State University. I am now in the process of collecting data for my dissertation and I am requesting your assistance in the process.

I am studying the problems involved in securing adequate primary school facilities in Kenya. I hope to develop plans and procedures through which needed primary school buildings can be secured more effectively.

To accomplish my task I need your assistance in three ways. First, I need the following information from you as the Chairman of the District Education Board in your district.

- (1) A copy of the bylaws and/or policies governing the construction of primary school buildings in your district.
- (2) The constitutional statute that delegates the responsibilities to the district councils or local governments.
- (3) A description of the responsibilities and role played by other organizations e.g. School Committees or Parents Associations, in the construction of primary school buildings.

- (4) The kinds of assistance e.g. financial and technical, that the local government gives to School Boards or Parents Associations regarding construction.

Secondly, I need your assistance in securing information from six headmasters who are currently or have recently been involved in construction projects for primary schools in your county. Would you please distribute a copy of the enclosed questionnaire to the selected headmasters and request that the completed instrument be returned to you in two weeks so that you can mail them to me. I need them as early in the month of August as possible.

Thirdly, I would like you to react on the following question: In your judgment what might be done to make primary school facilities more readily available so that universal primary education opportunities might be provided for all children in all areas of your district?

I assure you that all information will be held in strict confidence. No references will be made to individuals, districts or cities in the dissertation.

Thank you for your co-operation.

Committee Chairman

Yours sincerely,

Dr. Philip E. Ballou

Jotham Ombisi Olembo

APPENDIX B

Letter and Questionnaire

Sent to Headmasters

Shively Hall,
Ball State University,
Muncie, Indiana 47306
U.S.A.
July 4, 1973

Dear Headmaster,

You are invited to participate in a doctoral study concerning the construction of primary school buildings in Kenya. Since you are currently, or have recently been involved in a construction project in your school, your contribution is vital to the study. All information you provide on the questionnaire will be kept confidential. You do not need to sign your name nor that of your school. Please mail the questionnaire back to the District Commissioner within two weeks.

I appreciate your co-operation.

Committee Chairman

Yours sincerely,

Dr. Philip E. Ballou

Jotham Ombisi Olenbo

CONSTRUCTION OF PRIMARY SCHOOL BUILDINGS
IN KENYA

1. The building project you are or were involved in was started in the year _____, in the month of _____.
2. It was completed in the year _____, in the month of _____.
- OR
3. Hope to complete it in the year _____, in the month of _____.
4. Construction was mostly financed by parents who have children in school. Yes _____ No _____.
5. A fixed amount for the Building Fund is charged on every child a family has in your school. Yes _____ No _____.
6. A fixed amount is charged on every family regardless of the number of children the family has in the school. Yes _____ No _____.
7. The amount charged for construction on every child attending school is shillings _____.
- OR
8. Every family that has children in your school pays shillings _____.
9. Are there any children in your school community who do not attend school because their parents are unable to pay tuition fees? Yes _____ No _____, (b) Building fund? Yes _____ No _____, (c) Other school charges? Yes _____ No _____.
10. If the children of your community were admitted at your school without fees or any other charges on their parents, would you have enough room to accommodate them? Yes _____ No _____.
11. What financial and technical assistance did you receive from the District Council toward the construction of primary schools? Please describe. _____

12. What proportion of the total cost of your primary school building was financed by funds from the District Council? _____%.
13. Were funds for the construction of the primary school secured from any source other than parents and/or the District Council? Yes _____ No _____. If yes, please identify the sources and indicate the proportion of total cost of the building secured.

14. What is the approximate cost per classroom in the building just completed or currently under construction? shillings_____.
15. What is the average size of your classroom? _____sq. ft.
16. How many students actually sit in each classroom? _____ (average).
17. From what sources are funds secured to purchase classroom furniture? Please list.
- _____
- _____
- _____
- _____
18. Please identify the various kinds of problems you encountered during the construction? e.g. planning, financing, labour, materials, supply sources, architecture, or any others.
- _____
- _____
- _____
19. In your judgment, what might be done to make primary school facilities more readily available so that universal primary education opportunities might be provided for all children in all areas of Kenya? e.g. (a) change in way of financing building constructions. (b) public support of education by taxation. (c) building planning. (Please write your response in the space provided below. You may use additional paper if necessary).

BIBLIOGRAPHY

BIBLIOGRAPHY

Books

- Cameron, John. The Development of Education in East Africa. New York: Teachers College Press, 1970.
- Council of Educational Facility Planners. Guide for Planning Educational Facilities. Columbus, Ohio: West-Camp Press, 1969.
- Gauerke, Warren E., and Childress, Jack R., eds. Theory and Practice of School Finance. Chicago: Rand McNally and Company, 1967.
- Handler, A. R. Economic Planning for Better Schools. University of Michigan: Charles W. Attwood Architectural Research and Publications Fund, 1960.
- MacConnell, James D. Planning for School Buildings. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1957.
- McQuade, Walter, ed. Schoolhouse. New York: Simon and Schuster, 1958.
- Pierce, David A. Saving Dollars in Building Schools. New York: Reinhold Publishing Corporation, 1959.
- Sheffield, James R. Education in Kenya. New York: Teachers College, Columbia University Press, 1973.
- Stabler, Ernest. Education Since Uhuru: The Schools of Kenya. Middletown, Connecticut: Wesleyan University Press, 1960.
- Stoops, Emery. Practice and Trends in School Administration. Boston: Ginn and Company, 1961.
- Sutter, Robert. The Cost of A Schoolhouse. A Report from Facilities Laboratory. New York: International Press, 1960.
- United Nations. Educational Scientific and Cultural Organization. Compulsory Education in the Arab States. Paris: UNESCO, 1956.
- United Nations. Educational Scientific and Cultural Organization. Compulsory Education in New Zealand. Paris: UNESCO, 1952.

Government and Public Documents

- Annual Report on Primary Education, 1970. Nairobi: Primary Section of the Ministry of Education, 1970.
- Annual Report on Primary Education, 1971. Nairobi: Primary Section of the Ministry of Education, 1971.
- Annual Report on Primary Education, 1972. Nairobi: Primary Section of the Ministry of Education, 1972.
- The Education Act, 1968, No. 5. Nairobi, Kenya: Government Printer, 1968.
- Kenya Government Development Plan, 1970-1974. Nairobi: Government Printer, 1966.
- Kenya Ministry of Education Annual Report, 1969. Nairobi: Government Printer, 1969.
- Republic of Kenya, Information Section. Newsletter No. 45. New York: Kenya Mission to the United Nations, December, 1970/January, 1971.
- Republic of Kenya, Information Section. Newsletter No. 7. Washington, D.C.: Embassy of the Republic of Kenya, August, 1972.
- Republic of Kenya, Ministry of Economic Planning and Development. African Socialism and its Application to Planning in Kenya. Nairobi: Government Printer, 1965.
- Republic of Kenya Report of the Educational Administration Conference. Nairobi: Ministry of Education, 1971.

Periodicals

- "Aims and Policy Educational Administration." World Survey of Education, V, 1971. Paris: UNESCO, 1971, 10-43-1046; 1307-1321.
- Beckdott, S.; Burley, V.; and Flanigan, Jean M. "Financial Status of Public Schools." National Education Association Journal, Vol. LV, No. 7 (October, 1966), 55-56.
- Bell, Alphonzo. "California Court Right, New Financing Needed." School Business Affairs, Vol. XXXVIII (January-December, 1972), 7-9.

- Beke, Joel S. "The Crisis in School Finance." Education Digest, Vol. XXXVII (September-May, 1971-72), 5-8.
- Boutwell, William D. "Achieving Effective Communication." Education Digest, Vol. XXXVII (September-May, 1971-72), 20-26.
- Cocking, Walter D. "Let's Build Superior School Buildings." School Executive, Vol. LXXVII, Part 1 (September-February, 1957-1958), 7-8.
- Eedle, J. H. "Financing Education in Developing Countries." Comparative Education, Vol. VII, No. 2 (November, 1971), 61-68.
- "Facts on American Education." National Education Association Research Bulletin, Vol. XLVII, No. 2 (May, 1971), 47-55.
- "Five Ways to Measure Local Support." School Management, Vol. XV (January, 1971), 45-55.
- Green, Alan C. "Meeting the School Building Crisis." American School and University, Vol. XLIII (1970-71).
- King, Kenneth. "Development and Education in Narok District of Kenya. The Pastoral Masai and their Neighbors." African Affairs, Vol. LXXI, No. 285 (October, 1972), 389-407.
- Lindsay, John V. "City Schools Can't Hold Out Much Longer." American School Board Journal, Vol. CLIX, No. 5 (July, 1971-July, 1972), 35.
- Webb, Harold V. "New Realignment of Financial Responsibilities for Education." American School Board Journal, Vol. CLIX, No. 6 (1971-72), 29-31.

Encyclopedias and Yearbooks

- American Association of School Administrators. "The School Board's Responsibility for the Educational Plant." American School Buildings, Twenty-Seventh Yearbook of the American Association of School Administrators. Washington, D.C.: National Education Association, 1949.
- "Educational Developments in 1963-1964." International Yearbook of Education, Vol. XXVI. Geneva: International Bureau of Education, UNESCO, 1964, 164-168.
- "Educational Developments in 1964-1965." International Yearbook of Education, Vol. XXVII. Geneva: International Bureau of Education, UNESCO, 1965, 204-206.

"Educational Developments in 1965-1966." International Yearbook of Education, Vol. XXVIII. Geneva: International Bureau of Education, UNESCO, 1966, 239-240.

"Educational Developments in 1966-1967." International Yearbook of Education, Vol. XXIX. Geneva: International Bureau of Education, UNESCO, 1967, 444-445; 363.

"Educational Developments in 1967-1968." International Yearbook of Education, Vol. XXX. Geneva: International Bureau of Education, UNESCO, 1968, 96-100; 301-308; 315; 321; 342-346; 499-508.

Encyclopedia Britannica, Vol. 10 (1973), 422-430.

Encyclopedia Britannica, Vol. 13 (1973), 299.

Encyclopedia of Education, Vol. 6 (1971), 572.

Encyclopedia of Education, Vol. 8 (1971), 323.