

Notice of Meeting

A meeting shall take place on 31st January, 1974, at 1600 Hours (400 P.M.) in Committee Room 103.

Chairman: G.J. Njau, Chief Planning Officer

Speaker: MWANGI H.C. WANGONDU - Registered Architect/Planner  
M. Archit. (Sofia), M.C.P. (H.U.), Ph. D. (Cand-Pit  
Urb.-Reg. Dev. Plng. & Admin., U.A.B., A.I.P.,  
A.S.P.O., A.R.I.B.A., M.A.A.K. (A) (TP) - Area  
Planning Officer (Eastern).

Secretary: Turkey Mohamed, Planning Officer (E)

Subject: Regional Planning as a means of accomplishing  
comprehensive National Development.

Organiser: Kuriah and Kahoro. Plng. Officer and Assistant  
Engineer I.

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Since 1900, scholars have continuously attempted to bring forth an acceptable theory(s) applicable in achieving balanced National Development.

As a result, too many theories have been developed by both urban and regional planners and most of these theories have been tested in different parts of the world. However, one major setback presently facing the field of regional planning is the lack of consensus among planners (theorists) on an acceptable theory of Regional Planning. Scholars in this field are recruited from diverse academic backgrounds. Every planner therefore brings his academic background to bear on what he/she considers the theory of Regional Planning. As a result, to-day, there are as many theories as there are academic disciplines.

In terms of general acceptability/practicability, two theories have gained favourable international acceptance and their applicabilities are evident in quite a number of countries in the world today particularly in the more industrialised nations. These theories are :-

1. The Central Place theory: first developed by a German Geographer, Walter Christaller, in 1933 of the German Historical School of Von Thunen.<sup>1</sup> Fundamentally, the theory is concerned with the patterns through which retail service and administrative functions plus market oriented manufacturing, are provided to consuming population. This is a theory of urban hierarchies whereby centres are ranked in the order of their importance ranging from availability of both human and capital resources, their distribution and linkability potentials. This theory has not only influenced West German's industrialization & development after the second world war, but was also used in directing and guiding German military operations during the second world war. Today, the entire West German economic activities are based on this kind of structured hierarchical relationships ranging from Federal (National), regional and village/community levels. The theory is also widely used in quite a number of western block countries including United States and in fact such terms as Central Business Districts (CBD) are in part expansions of this theory.
2. The Growth Poles Theory: Since world war II, a new set of ideas, spatial location of economic development have been generated in France. These sets of ideas culminated in what is today known as the "theory of Growth Poles. The notion grew out of the doubts in the minds of French regional economists about the applicability of input-output table to a medium sized economy like France's which is often open to the vagaries of foreign markets. Consequently, while the French proponents of these ideas did not deny the importance of some aspects of more traditional theories of location,

<sup>1</sup>Walter Christaller: Central Places in Southern Germany  
translated by C.W. Baskin. Prentice Hall, Inc. Englewood



they have been oriented towards concepts more readily applicable to the French situation. Although growth poles theory has now acquired a very large number of scholars who introduced new elements and refinements into the original theory the original idea was first conceived by Professor Francois Perroux and later developed by Professor Jacques Boudeville, Antoni Kuklinski and others.<sup>2</sup>

Professor Perroux developed his ideas as a result of his deep concern over the way in which France's imbalanced economic growth was threatening the country. He was particularly concerned with the high rate of rural urban migration which threatened the Capital-Paris with both overcrowding and unwarranted industrial concentrations while countryside especially southern and northern parts of the country remained economically paralyzed/depressed. For example, between late fiftieth and sixtieth, 73 percent of France's scientists and technicians had their offices in Paris Metropolitan area. The concept of growth poles and the related body of theory were originally developed as a tool to describe and explain the anatomy of economic development. Based on his observation and subsequent recognition of the fact that "development does not appear everywhere and all at once - it appears in points or development poles with variable intensities."<sup>3</sup> Perroux was led to consider development as essentially polarized in the sense that forces inherent in the development process work towards the clustering of economic activities and growth.

In developing his concept, Perroux relied very heavily on the theories of innovation and large scale firms in development process. He argues that entrepreneurial innovations are the prime causal factors behind rapid economic units which are able to dominate their environment in the sense of exercising irreversible and partially reversible influence on other economic units by reasons of their dimension negotiating strength by the nature of their operations etc. The relationship between scale of operations, dominance and impulses to innovate led Perroux to the concepts of "dynamic firms and leading industries" known as "dynamic propulsive firm." The major characteristics of such a firm include the facts that it is relatively large that it generates significant growth impulses to its environment and that it has a high ability to innovate and that it belongs to a fast growing sector of the economy.<sup>4</sup>

The notion of the dynamic propulsive firm or industry is related to that of industrial interdependence. Generally, other groups of industries tend to form clusters around a core of industries having greater propulsive strength. Such clusters are said to constitute industrial complexes which aid the development of growth poles.<sup>5</sup>

<sup>2</sup> N.M. Hansen: French Regional Planning Bloomington, Indiana University Press, 1968 PP. 100-122

<sup>3</sup> Niles Hansen, *Ibid*, P. 107

<sup>4</sup> " " " P. 110



Professor Perroux was not necessarily a classroom lecturing theoretician, but was also a practicing regional economic planner. He actively participated in the conception of the Fourth French Economic Plan (January 1962 to December 1965), which was approved by Parliament in August, 1962.<sup>6</sup>

Here, Professor Perroux was able to translate his theory into practice. In his capacity as chief economic advisor to the Fourth French Plan-Planning team, he advised that France be divided into three homogeneous regions and nine polarized regions, with twenty one active economic centres, all aimed at decentralizing Paris through creation of more economic/employment opportunities and thus reducing regional inequalities. The Parliament has taken these as a general guide when fixing the goals for both Fifth and Sixth Economic Plans.<sup>7</sup> Each region is headed by a Regional Prefect, who is responsible of the execution of the plan and for programmes of special regional concern. He has authority to make decisions in certain cases without referring the issue to Paris. He is served by a specialized staff, termed "mission." The powers of decision which formally belonged to the senior regional civil servants in each branch is transferred to the prefect. Finally, where the departmental public investment is concerned the prefect advises minister how the allocation of specific appropriation should be made.<sup>8</sup>

As mentioned earlier, the French approach to regional planning on Growth Pole concept have influenced quite a number of countries internationally. In Japan for example, the Government has restricted further industrial development in large cities and infact gives loans tax exemptions and even site preparation for industries willing to locate their industries in small cities along the Pacific Belt as per Government's regional strategic development plan (see Japan Industrial Development 1969).

In Finland, a new town of Tapiola has been developed and seven more growth poles, (centres) with population ranging from 50,000 to 100,000 have been planned within Helsinki Metropolitan area all aimed at decentralizing Helsinki through redirection of region's growth.

In India a team of urban Regional Planners have been engaged by the Ford Foundation to undertake studies of what is termed as Pilot Research Project in Growth Centres in rural India. The project has focussed upon analysis and planning of twenty pilot study areas, defined as Community Development Blocks, which are in essence micro-regions having an average of 125 settlements and a popul-



In Israel, the development of Kibbutz is generally based on the Growth Pole's concept and appreciable results have been realized.

\* Regional Planning in Kenya : Regionalization in Kenya is a by-product of British tradition of administrative setting (provincialism) formally established with the sole purpose of facilitating operation of colonial administrative machinery. These regions were arbitrarily selected and did not represent any significant economic or geographic region (from regional planning point of view) as such. They were merely administrative regions.

Prior to independence (December 1963) there were four regions (provinces and two special districts in Kenya), these were: Central Coast, Nyanza and Rift Valley regions, while Nairobi and northern Kenya were classified as special districts.

However, after the independence (i.e. 1964) due to political demands (i.e. equal representation both in the Parliament and Civil Service) Nyanza region was subdivided into two regions, Nyanza and Western and Northern Kenya district into Eastern and North Eastern regions with Nairobi remaining as an extra-provincial district.

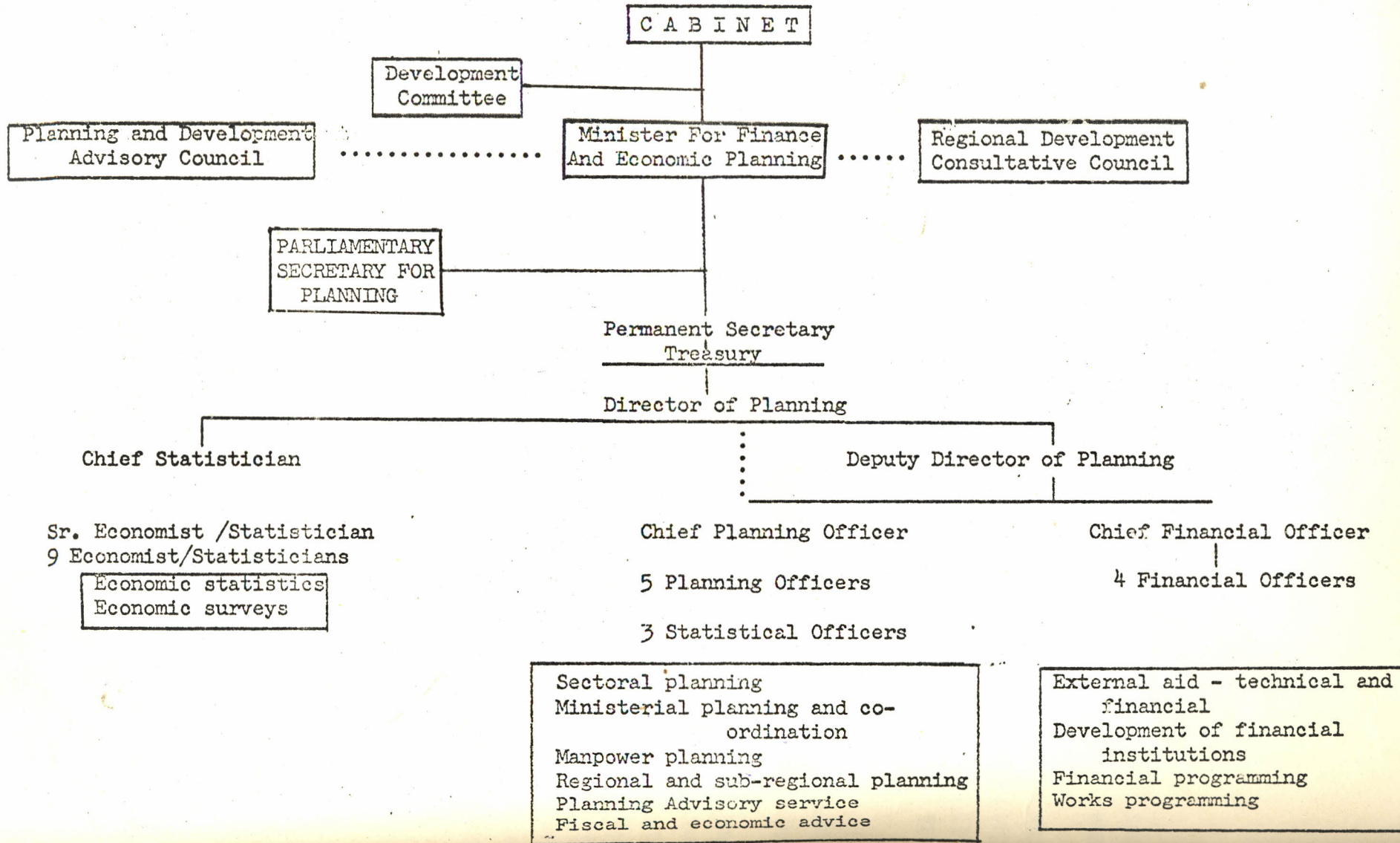
In the same year, following the completion of these physical/political jurisdictional arrangements, the government formulated the first National/Regional Development Plan for the years 1964 - 1970 (the Red Plan - so called because of its cover), which was followed by a revised version (the Green Plan) two years later.

The conception of the Development plan was centered around a single but bold and ambitious (politically declared) objective under the ideological banner of "African Socialism" mainly focussing on promotion of socio-economic services such as education, medical care and increasing per capital income by stimulating the economy to grow at relatively faster rate than its population (see introduction by Prime Minister/President and Policy Section of 1964 -1970 - revised Development Plan).

In pursuant with these policies, the following National/Regional developmental organizational structure was set up to direct and facilitate operationalization (see attached chart).



PLANNING ORGANIZATION:



C A B I N E T

Development Committee

Planning and Development Advisory Council

Minister For Finance And Economic Planning

Regional Development Consultative Council

PARLIAMENTARY SECRETARY FOR PLANNING

Permanent Secretary Treasury

Director of Planning

Chief Statistician

Deputy Director of Planning

Sr. Economist /Statistician  
9 Economist/Statisticians

Economic statistics  
Economic surveys

Chief Planning Officer

5 Planning Officers

3 Statistical Officers

Chief Financial Officer

4 Financial Officers

Sectoral planning  
Ministerial planning and co-ordination  
Manpower planning  
Regional and sub-regional planning  
Planning Advisory service  
Fiscal and economic advice

External aid - technical and financial  
Development of financial institutions  
Financial programming  
Works programming



PROVINCIAL DEVELOPMENT ADVISORY COMMITTEE  
(For each Province)

Provincial Commissioner - Chairman.

All Members of the Provincial Development Committee.

One Member of Parliament from each District (the M.P. to be selected by the M.P.s in the District).

Senators from the Province.

The Chairman of the Provincial Advisory Committee.

Two Provincial Advisory Committee.

Two leading citizens to be nominated by the Provincial Commissioner in consultation with the Provincial Development Committee.

DISTRICT DEVELOPMENT COMMITTEE  
(For each District)

District Commissioner - Chairman.

Provincial Planning Officer - Secretary.

District Community Development Officer.

District Agricultural Officer.

District Veterinary Officer.

District Medical Officer.

District Education Officer.

District representative of the Ministry of Works, Communications and Power.

Chief Administrative Officer of the Local Authority.

District Co-operative Officer.

DISTRICT DEVELOPMENT ADVISORY COMMITTEE  
(For each District)

All Members of the District Development Committee.

All Members of Parliament and the Senator from the District.

The Chairman of the County Council.

The Members of the County Council to be selected by the County Council

The Chairman of the KANU District Branch.

Two or three eminent citizens to be selected by the District Commissioner in consultation with the District Development Committee.



## STRUCTURE OF COMMITTEES IN THE PLANNING ORGANIZATION

## DEVELOPMENT COMMITTEE OF THE CABINET

## Members:

Minister for Economic Planning and Development - Chairman.  
 Minister for Finance - Vice Chairman.  
 Minister for Agriculture and Animal Husbandry. ?  
 Minister for Commerce, Industry and Co-operative Development.  
 Minister for Works, Communications and Power.  
 Minister for Labour.  
 Minister for Information and Broadcasting.  
 Minister for Lands and Settlement.  
 Minister for Natural Resources, Wildlife and Tourism.  
 Minister for Housing and Social Services.

## Secretariat:

Ministry of Economic Planning and Development  
 Office of the President (Cabinet Office).

## PROVINCIAL DEVELOPMENT COMMITTEE

(For each Province)

Provincial Commissioner - Chairman.  
 Provincial Planning Officer - Secretary  
 Provincial Agricultural Officer.  
 Provincial Veterinary Officer.  
 Provincial Education Officer.  
 Provincial Medical Officer.  
 Provincial Community Development Officer.  
 Provincial Engineer.  
 Provincial Co-operative Officer.  
 Provincial Trade Development Officer

However, whereas the plan was beautifully worded with all the coloured maps, charts and tables, it is disappointing to note that one of the factors which this author considers to be of paramount importance was neglected and that is : The human capital. For example, although the ranks, the numbers and titles of the cadres needed to supervise and implement the plan such as the Director of Planning , Provincial Planning Officers and their supporting staff were clearly indicated in the organizations chart; nowhere in the plan document was any reference or provision made regarding the availability/inavailability or potentialities of these badly needed cadres. As per plan document, it is as if though these cadres were already there, ready to commence their respective duties. In my opinion this was a very serious omission on the part of the authors of the Development Plan, which has had incredible adverse effects on Kenya's regional planning efforts. As a result, the first Kenya National, Regional Development plan 1964/1970, including its revised version, 1966/1970 did not take off the ground in the direction that could be regarded to be of significant National/Regional planning for reasons cited above. Instead, the plan dwelled too much on the administrative and organizational aspect of the Government Machinery in a somewhat centralized version at the expense of other types of developments such as education, health, agriculture, social services, employment and urban/rural housing.

However, at the conception of the second development plan, 1970 - 1974 the Government hinted what could be regarded as some kind of realization of both its failure and complexity of a workable national/regional development plan. Some indications of this were included in the implementation section of the plan document which stated in part :-

" Shortfalls in the implementation of the last plan was a matter of considerable concern to the Government and much thought has been given to how this problems might be overcome. Further investigation will be carried out at the beginning of the New Plan period in order to evolve new procedures to evaluate the rate of plan implementation.<sup>10</sup>

Perhaps some of the tangible results towards this goal is an initiation of in-service post-graduate training in economic planning, statistics and research commenced by the Ministry of Finance and Economic Planning in the early 1971 at the University of Nairobi. This move should be encouraged and should cover other Ministries including local governments.



### Conclusions, Comments and Recommendations

As a matter of generality, no one can doubt or at least question the intent and desire of the Kenyan Government in formulating its National/Regional Development Plan immediately after attaining national independence. However, the bases upon which the plan was formulated does not seem to have been collaborated within the context of this most ambitious goal. First the plan was formulated without sufficient data on : employment migration, income education, available capital (including human capital) and even the population figure which was based on 1962 count (prior to independence) was far from being correct because of the then political suspicious attitude between citizens and the authority. These counts were simply based from counts submitted by various administrative officials including tribal chief and headmen, most of whom were not only unqualified to deal with any kind of population count, but they had also some tribal/traditional obligation which do not permit them to disclose the actual number of persons in their tribe, which is considered to be their strength in the event of civil war, just like the military would not in many instances reveal their personnel strength.

Secondly, whatever information was available, there was hardly any break down in terms of regions since the previous government did not have any interest in developing regional development planning strategy. Its main interest as far as the regions were concerned was administration with two main functions: maintenance of law and order and collections of poll-tax.

Thirdly, indigenous personnel regardless of their levels of qualifications were not involved in the early stage of plan formulation. Even today, very few practising senior and junior personnel in various ministries are aware of the existence of the fore mentioned Development Plans, let alone private citizens.

In the absence of the reliable and adequate information of the past and existing trends, it is obvious that the plan was nothing more than a (a declaration of intent by the Government). In its formulation, there was no actual or definite policy guiding the plan. This can be viewed as a contrast to Friedman's observation in his study of regional planning in Venezuela in which he advised that "regional policy involves more than the formulation of a set of principles emblazoned on a document. It involves more than a statement of objectives to inspire a popular response. Identification of some regions and describing their problems is barely a start. He then described policy as a living thing which must best be viewed as a system related process occurring at different levels of decision and authority. It includes informing, planning, commitment and action, each of which in turn consists of comparable component processes." 11



Borrowing Friedman's description of regional policy as our frame of reference in our crude examination of Kenya's national/regional planning efforts, we will find that :

Informing: There was a strong evidence of lack of communication not only between the planners in the Directorate of planning and the people (general public), but also between the Directorate and other ministerial departments and agencies including those in the head offices in Nairobi; not to mention those in the provinces, districts, divisions, locations and villages. Thus plan formulation was confined in the hands of a few individuals (the so called experts) as mentioned earlier but whose knowledge of their client was so limited just as much as their knowledge of the country they were planning for, in terms of geographical feature/natural resources, etc.

Planning: In the absence of communication, planning activity became a matter of artificial "paper work" based on figures without facts. For example, whereas most of the planning was concentrated in the capital Nairobi, little effort was made if any to collect supporting data from the regions.

Programming: There was no sufficient information regarding the requirement of each ministry/department in terms of capital expenditure by projects or stable sources of funds. Consequently, most of the programmes were formulated in the hope that funds would be negotiated with foreign governments. For example, in the area of housing, an ambitious program was set up in 1964 for construction of 44,000 housing units at the cost of K £ 24,699,000 without any specificity as to the source of funding. As it turned out, by the end of the planning period, i.e. in 1970, there were approximately 11,000 housing units built, costing almost K £ 10 million.<sup>12</sup> In the area of health, a programme to provide hospital beds at the rate of 400 beds per year for the plan period was conceived again without any specifics as to the sources of funds and supporting personnel particularly doctors, nurses and midwives.<sup>13</sup> At the end of the plan however, (1970) there was only one 200-bed new hospital at Kisumu which was built with Russian free grant including temporary supporting personnel staff (doctors and nurses).

Commitment: Commitment on the part of the government was purely political aimed at inspiration of popular response. This is particularly self evident in the absence of required capital including skilled manpower. Consequently, there was no relationship between the dreams/declared policy and realities. Generally, in many developing countries, people will look upon lack of finance as if it were the only cause of failure to development. However, a case can be made that even with billions of dollars, people have still got to be committed to a common cause. Here, the United States is a good example where finance have never been a major problem. But due to lack of commitment on the part of the politician/policy makers and civil servants, integration of urban/rural governments have always created problems.



Action: In the absence of the foregoing, there could be no feasible positive action. This is particularly true due to the fact that intent (whether declared or otherwise) is one thing but ability to pursue such an intent positively and progressively is another thing altogether.

Regional / metropolitanization should not be mistaken to "political regionalism." This is a politically sensitive area in terms of planning process/citizen participation and should be avoided as much as possible; perhaps through education process so that citizens will be aware that the final product of the plan will be for the general public as a whole but not necessarily one particular community.

Both United States and Canada have encountered these political regionalism setbacks in their attempt to embark on meaningful regional development planning. In his study of "Regional administration - the failure of traditional theory in the United States and Canada" Professor F.C. Thayer observed that Canada had failed to produce an acceptable regional plan for the Ontario Province (Metropolitan Ontario) simply because of political suspicions arising from recommendations included in the plan - document for the creation of three posts of policy ministers who would supervise the entire regional development. Many ministers and other elected officials became suspicious that such an establishment would create unwarranted gap between them and the Prime Minister. Likewise Professor Thayer equally observed that the introduction of office of Management and Budget (OMB) in the United States headed by an appointed White House advisor made the efforts of the regional planning impossible due to regional Governors' (elected officials) suspicion of what they considered unnecessary shields between them and the President.<sup>14</sup>

One of the major problems common in developing countries of which Kenya is no exceptional is engagement on repeated and endless research work. More and more capital (including human capital) are wasted in duplicating series of research work which is never implemented. In most cases (if not always) no reference are made to the earlier reports. As a result, piles and piles of reports are found scattered all over, in the ministries, department, Universities and public, semi public and private organization due to lack of coordination. Here, citing Nairobi City Council as an example, it is not surprising to find some of the reports which are more than 20 years old yet today we continue to make more research on the same subjects without any reference to the existing ones. One such report is the 1948 Master Plan for Nairobi - quite a comprehensive document yet it was not even included in the Bibliography list of the Urban Study Group Report. It should also be noted that during the course of Nairobi's Metropolitan studies the officials of the neighbouring counties of Thika, Kiambu, Masaku and Kajiado were not involved and as such did not participate in setting out Regional Strategy proposals. This is a serious commission on the part of Urban Study's team since no region can grow or exist in isolation, after all the whole idea of Metropolitanization is to



incorporate a number of communities/counties into one whole, failure of which could have unwarranted physical constraints and/or political implications. Like many other capital cities in the world, Nairobi occupies an important central part on nation's path of development towards Metropolitanization. Every attempt should therefore be made to make the first national Metropolitan Plan a success since its failure would have a serious adverse effect on the rest of the regions in the country.

Early incorporation of its immediate growth poles such as Thika, Kiambu, Limuru, Ngong town, Athi River and Masaku could form a strong base and equally have a far reaching influence on other regions in the nation, and thus reduce greatly any eventual inclination towards political regionalism. Here, a good example is Sweden which through this process of Metropolitan incorporation have been able to reduce her Municipalities from 2,500 to 282 blocks of communes in a course of 12 years only (1952 - 1964). Doubtless to say that this kind of integration have enabled Sweden to be among the leading countries of the world, at least economically.

At any rate, it is not the opinion of this author that everything which has been done on the formulation and implementation of the national/regional planning in Kenya is wrong. On the contrary, it is the intention of the author to suggest some of the remedies which he thinks to be of significant contribution for the success of the future plans in the country - as indicated below :-

- Adequate data (by regions) should be made available to facilitate rational conception of a national/regional development plan.
- To be able to collect relative data, personnel training is obviously a prerequisite. Such training should not only be planned on post-graduate level as mentioned earlier, but it should also be planned on both undergraduate and technician's level, as well as on-the-job-training basis.
- A high degree of communication should be established, not only between various ministries and their departments/agencies, but such communication must be extended to the lowest level of the states' pyramid, in Kenya's case the village.
- Planning must be an open teamwork involving representatives from all regions.
- Each region must be thoroughly surveyed to determine its existing resources (including human resources) as well as future potentials.
- An interregional study should be undertaken with a view of determining the relationship between various regions. Such a study should be taken at national level based on the surveys and analysis received from each region.



- Special attention should be paid to the two regions of Eastern and North-Eastern which have been neglected so far simply because of their being dry. In the opinion of the author these regions are no worse than most of desert and semi-desert land in Israel which have been converted into productive farms through water irrigation. With this in mind, extensive investigation of water sources from Lake Rudolf, Ewaso Nyiro/Lorian Swamp and Tana River offers a remarkable promise for such an effort. In addition, if adequately developed, this region could also offer new linkages between Kenya and her neighbouring states of Ethiopia, Somalia and Sudan, thereby promoting trade and tourism.
- More efforts should be devoted to infrastructure planning particularly in the area of transportation, water supply, electricity and other amenities so that both existing and planned growth centers could be adequately linked and their interrelationships enhanced.
- Senior civil servants should be encouraged to live in regions outside of Nairobi perhaps by offering them extra financial allowances during their services in the provinces.
- Development plans should not be planned hypothetically, that is to say the government must have a certain capital ready for spending, upon which the plans must be based.
- Programmes, and each project must be evaluated on the basis of its environmental/ecological, socio-economic as well as political impact, bases upon which selection of priorities must be based.
- Agricultural potentials must be thoroughly investigated. It may be possible that Kenya could achieve better economic development by improving its agricultural products which is naturally evident particularly in the areas of cooperative farming/ranching, fisheries and forestry rather than struggling to import unrelated manufacturing industries such as steel mills in Mombasa which have such a high steel production, much more than the country is able to use, if only it were put in maximum capacity production. Here Denmark is a good example, which has relied heavily on agriculture, yet it is one of the countries with the highest GNP/GDP.
- The present policy of slicing land into small pieces as a means of keeping the unemployed and landless out of the urban area is a short-lived solution which cannot be expected to last forever. After all, what can these new landowners do with their land in the absence of capital for improvement and proper guidance? Furthermore, how many generations could such small pieces of land be able to feed? In the opinion of this author, this kind of policy can be viewed as a waste of the badly needed land in terms of long-range planning.

Finally, it is strong personal opinion of this author that in order to achieve any appreciable level of national/regional development, the Kenya Government must formulate a well grounded, long-range, self-reliance programmes rather than relying heavily on foreign aid. This must be coupled with adequate, integrated functional government which should not simply over-emphasize maintenance of law and order but instead, one which should emphasize promotion and distribution of socio-economic benefits throughout the country so as to achieve an appreciable regional balance. This kind of regional balance will not only promote economic development per se, but it will also curtail rural-urban migration thereby allowing national government more time to undertake long term planning activities while day to day planning/problems are carried out within regions.

Here, Local Government will be the best agencies/institutions to implement these regional programmes. In this endeavour therefore, local authorities must be fully incorporated into national Government planning activities and should not be seen as if they are in direct competition with central Government.