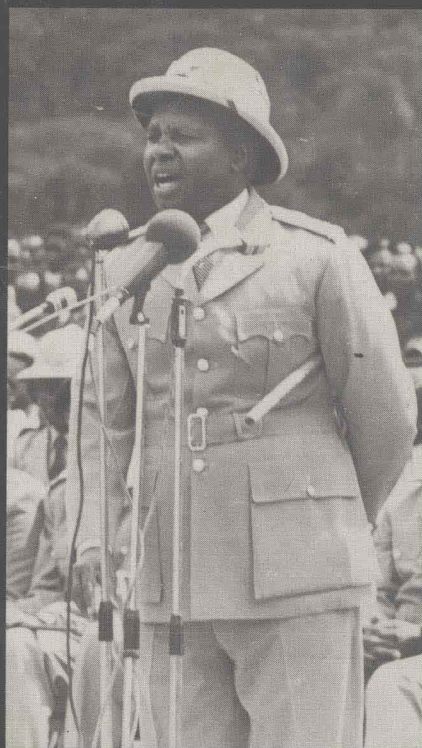


AFRICAN SUCCESSSES



**FOUR PUBLIC MANAGERS OF
KENYAN RURAL DEVELOPMENT**

DAVID K. LEONARD

African Successes

*Four Public Managers of
Kenyan Rural Development*

David K. Leonard

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PREFACE

This book addresses themes of concern to several different audiences. At a first level this book is about management in conditions of adversity. It is well known that most public endeavors in Africa have not been well managed. Among these, rural development efforts have fared the worst of all.¹ But some have done quite well. Why were some African public servants able to succeed in their managerial tasks when so many others were failing? We will find answers in the biographies of four Kenyan administrators.

At a second level we are concerned here with why Kenya has done reasonably well in its rural development endeavors when most of Africa is doing abysmally. This and the preceding question will enable us to learn from success and to indicate how African states and managers might be able to regenerate the continent's developmental dynamic.

Third, we are interested in the nature and evolution of the Kenyan state. How does its government work? How are its decisions made and implemented, particularly those concerned with rural development? How are the economic, social, and political processes of its society mediated through the governmental structure? What have been the processes of institutional change? It is common to look at political systems through the lenses of their presidents, legislatures, or political parties. We look at them here through the lens of their bureaucracies. It is particularly useful to take this perspective in Kenya, for civil servants there play an unusually public role in policy-making.

These three highly complementary themes make this book of interest to a number of different audiences: generalists seeking to understand African government, development professionals hoping to promote economic and social progress, organization theorists, and managers.

These audiences in turn may be divided into those who are new to their area of inquiry and those who are far advanced in it. And finally, there are both those in Kenya and those abroad who are seeking answers to these questions.

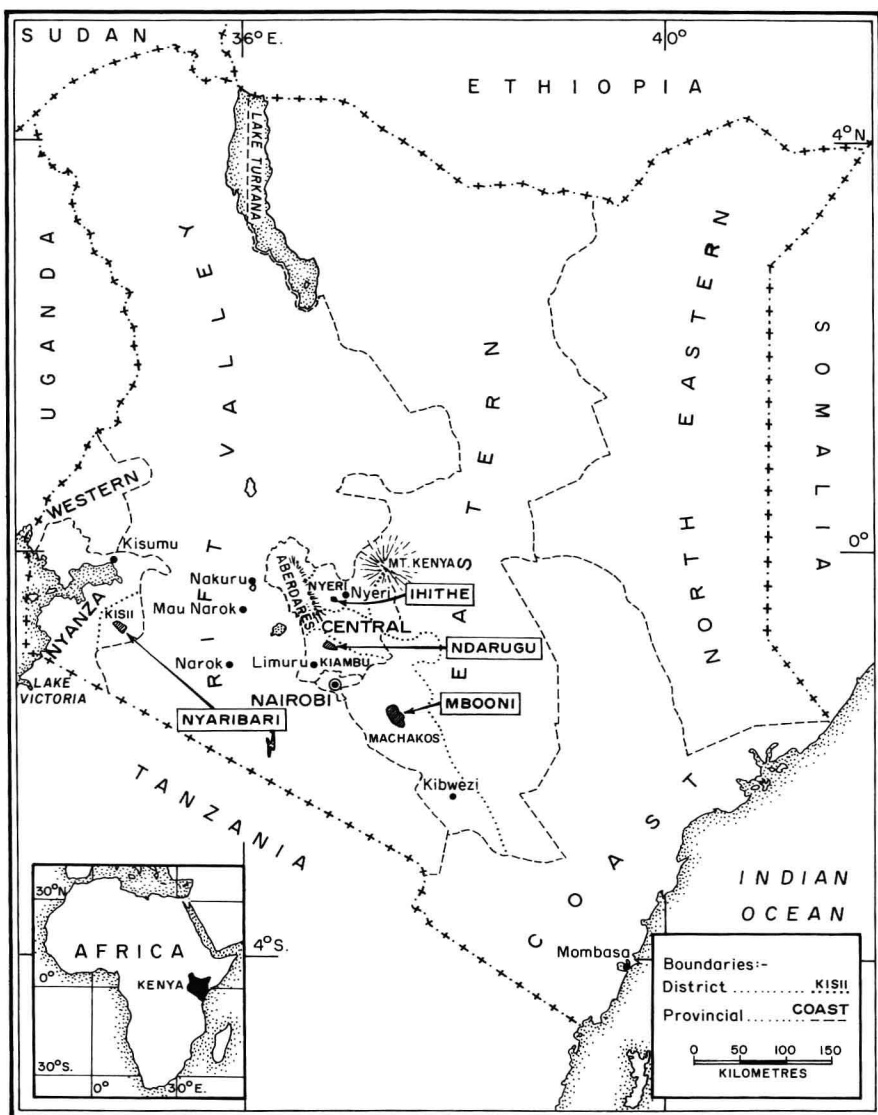
Normally, it would be dangerous to try to write for so many different audiences. But in this case it seems more than feasible, because the multiple arguments are all grounded in a common body of evidence that has universal appeal—the life stories of four successful public servants. I believe that this human dimension gives extra life and insight to the social science that is developed in this book.

The major points of interest to each of these sets of readers are addressed without compromising their complexity. But to make sure that all of these audiences can follow the book's multiple arguments, I have continually asked myself if these points would be intelligible to someone new to development administration and to Africa. Other readers may find that there is extra material in the book that is designed to keep the interest and understanding of nonspecialist audiences, and they therefore will find passages that they may wish only to skim.

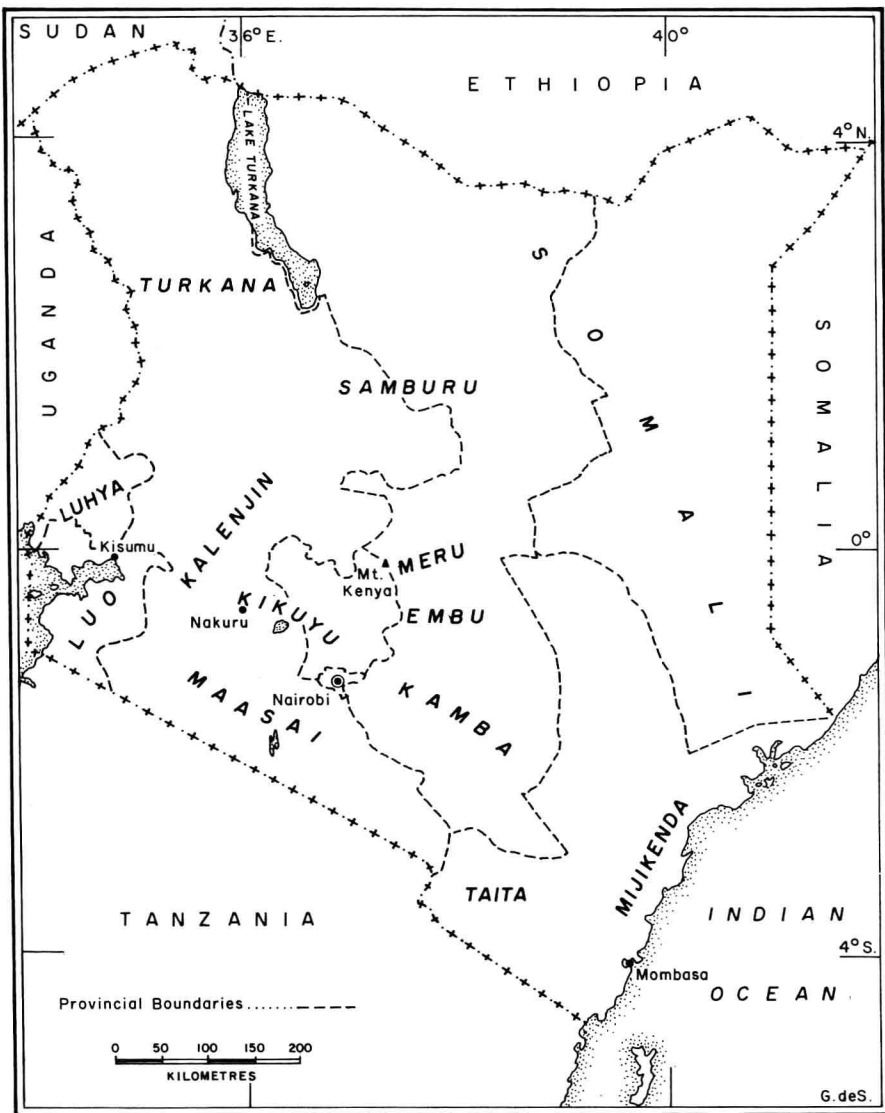
More seriously, this is a cross-cultural book. It is written for American, European, and African audiences alike. Leo Strauss used to argue that different cultural settings require the expression of different ideas in different forms.* I have tried hard to be culturally sensitive, and I ask my readers to understand some of my narrative decisions in that light.

*Berkeley, California
January 1990*

*Leo Strauss, *Persecution and the Art of Writing* (Westport, Conn.: Greenwood Press, 1952, 1973). Please see pp. 25, 30, and 36.



Map 1. The Birthplaces of the Administrators Studied. Ihithe: Ishmael Muriithi and Dan Mbogo; Mbooni: Harris Mule; Ndarugu: Charles Karanja; Nyaribari: Simeon Nyachae.



Map 2. The Approximate Geographical Distribution of Kenya's Major Ethnic Groups

ABBREVIATIONS AND GLOSSARY

| | |
|--------|---|
| AI | Artificial insemination |
| AIC | African Inland Church |
| AIM | African Inland Mission |
| ASAL | Arid and Semi-Arid Lands program |
| CAIS | Central Artificial Insemination Station |
| CBK | Cooperative Bank of Kenya |
| CDC | Commonwealth Development Corporation |
| DC | District commissioner |
| DDC | District Development Committee |
| DDO | District development officer |
| DVO | District veterinary officer |
| EEC | European Economic Community |
| GEMA | Gikuyu, Embu, Meru Association |
| IADP | Integrated Agricultural Development Project |
| ILO | International Labor Organization |
| ILRAD | International Laboratory for Research on Animal Disease |
| IMF | International Monetary Fund |
| KADU | Kenyan African Democratic Union |
| KANU | Kenyan African National Union |
| KAU | Kenyan African Union |
| KCC | Kenya Cooperative Creameries |
| KDB | Kenya Dairy Board |
| KETEPA | Kenya Tea Packers, Ltd. |

| | |
|----------|---|
| KPU | Kenya People's Union |
| KTDA | Kenya Tea Development Authority |
| K.shs. | Kenya shillings |
| MADO | Maasai Agricultural Development Organization |
| MIDP | Machakos Integrated Development Program |
| MIS | Management information system |
| M.P. | Member of Parliament |
| NCPB | National Cereals and Produce Board |
| OPEC | Organization of Petroleum Exporting Countries |
| PC | Provincial commissioner |
| PCEA | Presbyterian Church of East Africa |
| PS | Permanent secretary |
| RDF | Rural Development Fund |
| SRDP | Special Rural Development Program |
| harambee | self-help |
| majimbo | regionalism |
| matajiri | well-to-do |

ABBREVIATED CHRONOLOGY OF POLITICAL EVENTS IN KENYA

- 1895 Establishment of a British protectorate over Kenya.
- 1901 Completion of the Uganda Railway (through Kenya).
- 1922 The "Harry Thuku riots" mark the beginning of modern nationalist protest.
- 1924 Formation of the Kikuyu Central Association.
- 1944 Formation of the Kenyan African Union (KAU).
- 1952 Declaration of a state of emergency in response to the Mau Mau uprising.
- 1954 Lyttelton Constitution provides for limited participation of elected Africans in the Kenya government.
- 1960 Lancaster House Conference accepts principle of majority rule and ultimate independence for Kenya.
Formation of Kenyan African National Union (KANU) and Kenyan African Democratic Union (KADU).
- 1961 KADU forms a government with white liberals.
Kenyatta is released from detention.
- 1962 KADU and KANU form a coalition government.
- 1963 (June 1) Kenya becomes independent under the "Majimbo" constitution with Kenyatta as prime minister.
- 1964 Voluntary dissolution of KADU and emergence of a de facto one-party state.
(December 12) Kenya becomes a republic with a unitary constitution and with Kenyatta as president.
- 1966 Formation of the Kenya People's Union (KPU).
"Little General Election."

- 1969 Assassination of Tom Mboya.
Reestablishment of a de facto one-party state.
- 1975 Assassination of J. M. Kariuki.
- 1976 The movement to change the constitution.
- 1978 Death of President Kenyatta and succession of Daniel arap Moi to the presidency.
- 1982 Coup attempt by the air force.
- 1989 Minister of Finance Saitoti becomes vice-president after Joseph Karanja's brief tenure in the office.

LIST OF PRINCIPAL PERSONS IN THE BOOK

(alphabetical by surname)

Pauline BOSIBORI: Wife of Musa Nyandusi; mother of Simeon Nyachae

Joseph IVITA: Cofounder of Catholic church in Kilungu Location, Machakos District; grandfather of Martha Ngina Mule

Ruth KATUKU: Wife of Philip Mule; mother of Harris Mule

Jackson KAMAU: Chairman of the KTDA and business associate of Charles Karanja

Charles Kibe KARANJA: General manager of the KTDA during the 1970s; son of Karanja wa Kiarii and Njeri (Nyagitiri) Karanja

Njeri (Nyagitiri) KARANJA: Mother of Charles Karanja

Philomena Ndanga KARANJA: Wife of Charles Karanja

KARANJA wa Kiarii: Prosperous farmer in Kiambu District; father of Charles Karanja

Geoffrey KARIITHI: Head of the civil service under President Kenyatta in the 1970s

Jomo KENYATTA: First president of Kenya

KIARII wa Wanjema: Grandfather of Charles Karanja

Mwai KIBAKI: Minister of finance under President Kenyatta; vice-president under President Moi

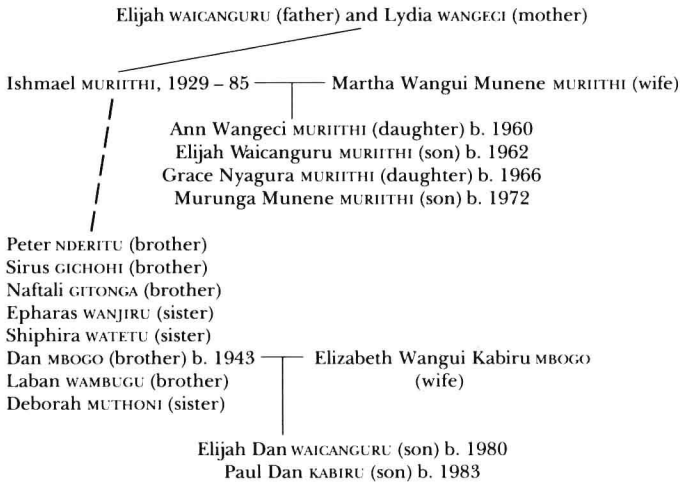
Mbiyu KOINANGE: Minister of state in the Office of the President and confidant of Kenyatta

Dan MBOGO: Assistant director of livestock development in charge of artificial insemination; brother of Ishmael Muriithi

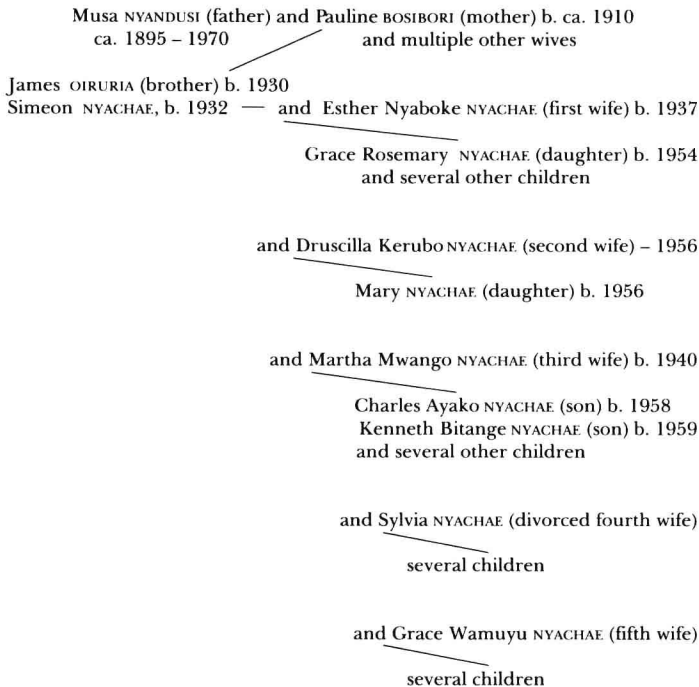
Tom MBOYA: Trade unionist and leader in independence struggle; early secretary general of KANU; key cabinet minister under Kenyatta; assassinated in 1969

- Daniel arap MOI: Second president of Kenya
- Harris MULE: Chief economist and deputy permanent secretary for planning under President Kenyatta; permanent secretary for the Ministry of Finance under President Moi; son of Philip Mule and Ruth Katuku
- Martha Ngina MULE: Wife of Harris Mule; granddaughter of Joseph Ivita
- Philip MULE: Former president of the African Tribunal Court for Southern Machakos District; father of Harris Mule
- Ishmael MURIITHI: Director of veterinary services under Presidents Kenyatta and Moi; son of Elijah Waicanguru and Lydia Wangeci
- Martha Wangui Munene MURIITHI: Wife of Ishmael Muriithi
- Philip NDEGWA: Principal secretary to the Ministry of Finance under President Kenyatta; governor of the Central Bank under President Moi
- Charles NJONJO: Attorney general under Presidents Kenyatta and Moi
- Druscilla Kerubo NYACHAE: Second wife of Simeon Nyachae
- Esther Nyaboke NYACHAE: First wife of Simeon Nyachae
- Grace Wamuyu NYACHAE: Fifth wife of Simeon Nyachae
- Martha Mwango NYACHAE: Third wife of Simeon Nyachae; sister of Lawrence Sagini
- Simeon NYACHAE: Provincial commissioner under President Kenyatta; chief secretary under President Moi; son of Musa Nyandusi and Pauline Bosibori
- Sylvia NYACHAE: Fourth wife of Simeon Nyachae; sister of Jane Kiano, wife of Gikonyo Kiano, prominent Kikuyu cabinet minister throughout the Kenyatta years
- Musa NYANDUSI: Former senior chief of Nyaribari Location, Kisii District; father of Simeon Nyachae
- Oginga ODINGA: Luo leader of independence struggle in Nyanza Province; first vice-president of Kenya; founder of KPU
- Lawrence SAGINI: First member of Parliament from Kisii District; brother of Martha Mwango Nyachae
- Elijah WAICANGURU: Former elder (judge) of the African Tribunal court for Tetu Division, Nyeri District; father of Ishmael Muriithi and Dan Mbogo
- Lydia WANGECI: Wife of Elijah Waicanguru; mother of Ishmael Muriithi and Dan Mbogo

MURIITHI FAMILY



NYACHAE FAMILY*



*It is contrary to Gusii custom to enumerate one's children. Therefore, out of respect for the wishes of the Nyachae family, specific individuals are placed on this genealogical chart only if they are mentioned in or were interviewed for this study.

ACKNOWLEDGMENTS

I incurred many debts of gratitude as I wrote this book, the largest of which is to the men whose biographies are recounted here and to their families. Not only did they allow me to take days of their time but they endured with good humor the indignity of my cross-checking their accounts with others. Although I was not always able to write their histories in the way they might have preferred, I think they will share with me the satisfaction of seeing in print an account of their accomplishments. At the same time I want to make it clear that I did not discuss with them general matters of Kenyan politics. I am solely responsible for the facts and opinions expressed in this book, and this is especially true with regard to observations on Kenya's political system.

I want also to acknowledge the splendid help given me by the various research assistants who have worked on this project: Louise Fox, Lizz Kleemeier, Zeverino Mogaka, Catherine Akinyi Muketi, Kamene Mutambuki, Patrick Muzaale, Samwell Ngigi, Herzon Olouch, Martha Saavedra, and Fred Schaeffer. The book simply would not have been possible without their efforts.

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Finally, I must express my appreciation to my wife, Leslie. She has shared my love of Africa and my belief in the importance of this project. As a result, she both joined me during my longest stays in Kenya and endured my absence when I had to do field work without her. She also has been understanding when my writing has fallen behind schedule. Few wives would have been willing to sacrifice so much so graciously.

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