

Kenya Institute of Administration: 1961–2011 is about KIA's history, heritage, milestones, legacy and the future that lies ahead. While marking the Golden Jubilee, the book rekindles the growth of KIA from the early 1960s as the then Jeanes School to the premier institution it is today.

Without prejudice, the book traces the history of KIA from inception through curriculum reviews, changes in the public service, including reflections on early training and the role of KIA in the localisation of professional exams.

Current public sector reforms including performance contracting and the envisaged role of public servants are discussed candidly. The book also captures the University of Nairobi takeover bid and the reconstruction period. Given the traditional view that Governments are always secretive, the reader will be amazed at the frankness, openness and impartiality of the book.

Scholars, academics, students and trainers in public administration will find this book not only informative and interesting but quite captivating.

... the readership of this book will include, but not limited to public officers, scholars and trainers in public administration, but also leaders and managers who are interested in good governance, transparency and accountability. Prof. Margaret Kobia, Director, KIA



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Kenya Institute of Administration: 1961–2011

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The Journey and Legacy



KENYA INSTITUTE OF ADMINISTRATION: 1961-2011

THE JOURNEY AND LEGACY



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FOREWORD

The evolution and expansion of the Public Service in Kenya is best understood by analysing the events, establishments and policy milestones that have made a significant impact. One establishment that has had a remarkable impact in the training of public servants is the Kenya Institute of Administration (KIA). Since its establishment in July 1961, KIA has played a key role in the training of public servants in Kenya. Initially established with the express aim of training Africans for Africanisation prior to, and after independence, KIA has expanded to become the apex-training agency for the public sector. Upon becoming a State Corporation through the enactment of the KIA Act of 1996, the Institute has developed a vision to become a model institution of excellence in management development and capacity building in the public sector and a mission to improve service delivery in the public sector by providing quality training, research and consultancy services.

In response to dynamic changes and reforms in the Public Service, KIA is mandated to offer Training, Research and Consultancy services to public service on cost-recovery basis. KIA is also required to promote national development and standards of competence by imparting knowledge, skills and critical public service values of transparency, good governance, accountability and integrity. Aimed at becoming part of the future in preparing public servants who are responsive to both planned and unplanned reforms in the Public Service, KIA is now an internationally recognised Management Development Institute (MDI) and currently, hosts several government conferences and is being considered as an ideal location for the proposed School of Government.

In publishing this book on the history and role of KIA, the Public Service recognises and greatly appreciates the inputs and contributions by government, individuals and organisations that have assisted in the development of KIA. In particular, special gratitude is paid posthumously to Mwalimu Habel John Nyamu, the author of this book and principal of KIA from 1971 to 1982.

Ambassador Francis K. Muthaura, EGH
Permanent Secretary, Secretary to the Cabinet and Head of the Public Service
Republic of Kenya
March 2011

PREFACE

The Kenya Institute of Administration (KIA) was established in July 1961 as a training facility for public servants. Upon Kenya's attainment of independence in 1963, KIA gained prominence for training of public servants and building the capacity of Africans to manage the Public Service of the newly independent state.

The aim of this book is to trace and document the history of KIA from its inception and to highlight KIA's contribution to national development. The book also points out the challenges and constraints encountered in KIA's endeavour to become an acceptable, respectable and distinct Institute that provides training, research and consultancy services, serving genuine development demands from the Public Service as well as from the private sector.

The book also maps out the future role of the institute in fulfilling its roles in the 21st century.

Upon becoming a State Corporation with the passing of KIA Act No. 2 of 1996, KIA embraced the importance of developing training programmes that are results-oriented and which focus on the needs of the public sector as the main customer. Today, KIA offers a wide range of training programmes which include:

1. Strategic Leadership
2. Senior Management
3. Public Administration
4. Public Sector Reforms
5. Corporate Governance
6. Culture Change and Management
7. Supervisory Skills
8. Financial Management
9. Project Management
10. Corporate Speech writing
11. Report Writing
12. Effective Management Communication
13. Public Relations
14. Customer Care
15. Environmental Management
16. Information Communication Technology
17. Human Resources Management
18. Conflict Management

The Institute also offers consultancy and research expertise in the following areas among others:

1. Strategic Planning
2. Customer Needs Assessment and Service Delivery Management
3. Customer Satisfaction surveys
4. Employee Satisfaction surveys
5. Performance and Management systems
6. Service Charters
7. Training Needs Analysis
8. Training Impact Assessment
9. Corporate Governance

In addition to these programmes, KIA offers regional programmes for the Commonwealth Secretariat and capacity building programmes in Public Administration for the Government of South Sudan (GOSS).

In all its programmes, KIA addresses the technical and professional needs of public servants with the aim of achieving a complete culture change through the inculcation of public service core values and ethics. The KIA 2008-2012 Strategic Plan stresses the importance of building an institutional profile that addresses the needs of both internal and external clients. In the Strategic Plan, six core themes have been identified as critical to the Institute's success – customer satisfaction, corporate image and social responsibility, employee satisfaction, product and business development, financial growth and internal business processes. The expected key result areas include good governance and leadership, operational financial sustainability, linking products to markets and pursuing collaborations or affiliations with other institutions.

Throughout the years of its existence, KIA has valued excellence in its professional cadre and currently boasts of a well-trained professional staff and well-developed programmes that cater for both public agencies and private organisations.

I wish to acknowledge the contribution of KIA editorial committee: Wanjiru Kangara and Nahashon Meme, in making the publication of this book possible. It is envisaged that the readership of this book will include, but not limited to scholars and trainers in public administration, but also leaders and managers who are interested in good governance, transparency and accountability.

Prof. Margaret Kobia, PhD, CBS
Director and Chief Executive Officer
Kenya Institute of Administration
April 2011

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I wish to express my sincere gratitude to Prof. Margaret Kobia, the Director /CEO of KIA for coordinating the production of this book and providing an excellent source of information from research and presentations on KIA. Prof. Kobia also made it possible for me to meet Mr. Erastus Gitau, a pioneer student at the KIA. We had fruitful discussions with Mr. Gitau, who also made available relevant publications by African experts on the subject of public administration. Also, Prof. Kobia was kind enough to arrange appointments for me to interview the Head of Public Service and Secretary to the Cabinet, Ambassador Francis Muthaura; the Permanent Secretary in the Ministry of Provincial Administration and Internal Security, Mr. Francis Kimemia; the Chairman of the Public Service Commission (PSC), Mr. Titus Gateere (who is also a former Director of KIA) and the Permanent Secretary in the Ministry of State for Public Service, Mr. Titus Ndambuki, who all provided very valuable information on the public service reforms.

I also acknowledge the contributions from Mr. Titus Gateere on the University of Nairobi factor and the eventual Government decision to share out the land and facilities between the two institutions. I also thank Mr. G. T. Kang'ethe, former KIA lecturer, who provided insightful revelations on the development of the department of public administration. I am most grateful for this information.

Mr. Erastus Gitau, formerly of the Kenya Accountants' and Secretaries' Examination Board (KASNEB), was very kind to provide useful information on the localisation of foreign examinations and the relevant legislation on Certified Public Accountants (CPA) and Certified Public Secretaries (CPS) qualifications. Spearheading the co-ordination between KIA and certain field staff was Mr. Samuel Buku Macharia, a Principal lecturer at KIA - a job well accomplished through his continuous availability and understanding. Other useful contributors were Mr. Zablon Neriko - the Librarian at KIA; Mr. John Muketha - formerly a senior member of KIA and now a member of the PSC; and Mrs. Gemma Mbaya - a former head of department at KIA, who provided very important documents containing relevant information on KIA after the takeover by the University of Nairobi.

Special gratitude goes to Dr. Florence Nyamu and Miss. Caroline Kiragu both of Centre for Research, Education and Training Administration (CRETA) Consultants Ltd. for using their information technology (IT) skills to carry out Internet-based research. This yielded relevant documents for which I am most grateful. I am especially indebted to Dr. Florence Nyamu who kept the working spirit up even when my health slowed down my involvement in research. Her contribution in data analysis is greatly appreciated.

Finally, to this list must be added Mrs. Grace Irura, a University of Nairobi library assistant for her ability to trace scanty but relevant documents from both the KIA and the University of Nairobi Library.

Mwalimu Habel John Nyamu, MBS
September 2009

Editor's Note

Mr. Nyamu was born on 16 December 1932 in Kirinyaga District. He served as a Secondary School Teacher, Education Officer, Under Secretary in the Office of the President, Directorate of Personnel Management (DPM), KIA Principal, Director at the National Environment and Human Settlements Secretariat, Kenya Times Managing Director and later Editor-in-Chief and member of the Electoral Commission of Kenya. He was recognised by the Head of State for his role and contribution on the Performance Contracting process and awarded the Moran of the Order of the Burning Spear (MBS) for service rendered to the nation.

Mr. Nyamu died on 03 October 2009. Although he had completed most of the writing and research, the final manuscript presented to publishers was compiled with the help of Dr. Florence Nyamu. This book was published by KIA posthumously.

ABBREVIATIONS

AAAO	African Assistant Administrative Officer
ACCA	Association of Chartered Certified Accountants
BTC	British Department of Technical Cooperation
CAPAM	Commonwealth Association of Public Administration and Management
CEO	Chief Executive Officer
CFTC	Commonwealth Fund for Technical Cooperation
CIPFA	Chartered Institute of Public Finance and Accountancy
CISA	Chartered Institute of Secretaries and Administrators
CPA	Certified Public Accountants
CPO	Chief Personnel Officer
CPS	Certified Public Secretaries
CRETA	Centre for Research, Education and Training Administration
DAOs	District Administrative Officers
DO	District Officer
DRC	Democratic Republic of Congo
EACSO	East African Common Services Organisation
EASC	East African Staff College
ERS	Economic Recovery Strategy
FKE	Federation of Kenya Employers
GBP	Great Britain Pound
GOSS	Government of South Sudan
GTIs	Government Training Institute (s)
ICA	International Cooperation Administration
ICT	Information Communication Technology
IDAM	Institute of Development Administration and Management
IMTA	Institute of Municipal Treasurer and Accountants
IPPD	Integrated Personnel and Payroll Database
KACC	Kenya Anti-Corruption Commission
KADU	Kenya African Democratic Union
KANU	Kenya African National Union
KAPAM	Kenya Association of Public Administration and Management
KASNEB	Kenya Accountants and Secretaries National Examinations Board
KASU	Kenya African Study Union
KATC	Kenya Accountant Technicians Certificate
KAU	Kenya African Union

Abbreviations

KCSE	Kenya Certificate of Secondary Education
KDLC	Kenya Development Learning Centre
KIA	Kenya Institute of Administration
KICC	Kenyatta International Conference Centre
KIM	Kenya Institute of Administration
KNA	Kenya National Archives
KNUT	Kenya National Union of Teachers
KPA	Kenya Ports Authority
KPLC	Kenya Power and Lighting Corporation
LCD	Liquid Crystal Display
MBS	Moran of the Order of the Burning Spear
MDGs	Millennium Development Goals
MDI	Manpower Development Institute
MOD	Ministry of Overseas Development
NARC	National Rainbow Coalition
NPF	National Performance Framework
PSC	Public Service Commission
PSRDS	Public Service Reform and Development Secretariat
RBI	Result-Based Institution
RBM	Results-Based Management
SPO	Senior Personnel Officer
TNA	Training Needs Assessment
TOT	Training of Trainers
TSC	Teachers' Service Commission
UASU	University Academic Staff Union
UK	United Kingdom
USAID	United States Agency for International Development

INTRODUCTION

This book traces the history of the Kenya Institute of Administration (KIA) from the time of Kenya's independence struggle in the early 1960s to the present. The possibility of independence awakened the colonial government to the reality that it had to create relevant training programmes for Africans and generally develop the local human resource base. This was necessary not only for continuity but also for sustaining that independence as agitated by African nationalists who were demanding Africanisation of the civil service.

Methodology

In writing this book, a combination of methods was used to collect and collate information. These included desk review, interviews and research. Selected key players in the public service and other stakeholders provided information. In addition, questionnaires (see Appendix 1) were used to collect information from heads of departments and senior lecturers at KIA.

Desk Review

The desk review involved a study and analysis of published documents relevant to KIA. These included three review reports: the Adu Report (1964), the First Wamalwa Report (1972) and the Second Wamalwa Report (1979), among other documents.

In addition, the information given in historical books on development, national policies and KIA policy documents and publications were analysed. These included the Kenya Accountants and Secretaries National Examinations Board (KASNEB) literature and legislation, and KIA journals and records. Available publications on training by experienced trainers like Goran Hyden, Robert Jackson and John Okumu, were also referred to.

Interviews with Key Players and Stakeholders

In order to obtain first-hand information from practitioners and stakeholders, I held a series of interviews with key players in the public service. These included: the Permanent Secretary in the Office of the President and Head of Public Service, Ambassador Francis Muthaura; the Permanent Secretary in the Ministry of State for the Public Service, Mr. Titus Ndambuki; the Permanent Secretary in charge of Internal Security, Mr. Francis Kimemia; the Chairman of the Public Service Commission and a former Director of KIA, Mr. Titus Gateere; a Commissioner at the Public Service Commission and a former senior lecturer and administrator at KIA, Mr. John Muketha; a former Secretary to KASNEB, Mr. Erastus Gitau; and the Director of KIA, Prof. Margaret Kobia.

Lack of Past Records

In writing this book, one of the main problems was lack of official records relating to KIA. Official records dating back from before and immediately after independence could not be traced even in the Kenya National Archives (KNA). This can partially be attributed to three factors. First, the absence of effective measures to safeguard

records and, or poor records management. For example, as early as 1939, a fire destroyed vital official records at the “Secretariat”¹, the main seat of the colonial government while other documents were destroyed by a fire at Government House (State House). Second, was the practice where many colonial administrators took away official records upon retirement. Particularly missing were records about the Mau Mau uprising and other records the British administration considered sensitive.

Third, is the takeover of KIA by the University of Nairobi which meant relocation of some of the training programmes to other Government Training Institutes (GTIs). It is possible that many records were moved, hence their unavailability. Therefore, I had to rely heavily on information from interviews with former KIA lecturers and students on three areas I consider special. First is the information in the section on training of lay magistrates and probation officers. Second, information about the preparation of students for examinations such as the Institute of Municipal Treasurer and Accountants (IMTA), now known as the Chartered Institute of Public Finance and Accountancy (CIPFA),² Third, information on the London Corporation of Secretaries examination which merged with the Chartered Institute of Secretaries and Administrators (CISA)³, later replaced by CPS.

Therefore, information about the choice of location, detailed planning, early trainee records, staff recruitment and physical facilities could not be traced. Also, there is no information about the cost of putting up staff houses and major water works carried out during the second half of the 1970’s. What is given in this book is only an approximation.

The Struggle for Independence

An understanding of Kenya’s struggle for independence is necessary because without it, institutions such as the KIA were irrelevant as far as the colonial government was concerned. The scramble and partition of Africa took place in the second half of the 19th century culminating in the declaration of Kenya as a British protectorate in 1890. This led to establishment of colonial rule in Kenya. During the colonial period, there were mainly three classes of citizens; Europeans at the top, Asians in the middle and Africans at the bottom.

For some time, the Europeans were under the illusion that they will rule over Kenya forever. All colonial policies favoured progress of Europeans while paying little or no attention to the African. Okoth, A (2006: 276) notes that at independence, only one African held a post in seven of the higher ranks of the civil service. He further notes that even in the lower executive and technical grades, less than half of the staff were Africans. All the middle and senior positions in government were held by Europeans. In their opinion, there was no need for ‘localising’ the public service or training Africans. The colonial public service which had been formed in 1940 was dominated by European experts. However, we must acknowledge that

- 1 The colonial ‘Secretariat’ is today’s old Jogoo House. This was the office of the Deputy Governor who was also the Chief Secretary.
- 2 IMTA-CIPFA was replaced by the CPA examination, administered by KASNEB.
- 3 Prior to the establishment of KASNEB, KIA trained students up to the intermediate level of the two examinations (equivalent to CPA I/CPS I).

non-inclusion of Africans in government was partially because they lacked the relevant competencies, knowledge, skills and attitude.

Several years after establishment of colonial rule, two major developments that took place, awakened the British to the fact that independence was imminent: the Second World War (1939-45) and the granting of independence to India, Pakistan and Ceylon in 1947. African soldiers who participated in the war both locally and overseas gained self-confidence because; unlike before when they thought Europeans were demi-gods they saw them die in combat, just like them. Similarly, they were humiliated by their captors in front of the African soldiers. Africans therefore realised that indeed Europeans were human. Such tales from the Second World War which reached ordinary Kenyans helped reduce the fear and reverence with which they regarded the white man. Upon return from the war, the young men were ready to join or lead the revolt against the white settlers and the colonial government.

The granting of independence to India, Pakistan, Burma and Ceylon had dealt the British colonialism a serious blow. It did not matter that these countries were offered the option of becoming members of the British Commonwealth of independent nations. This was during the British Labour Party's rule (1945-51) with Clement Atlee as Prime Minister. Apart from the encouragement that African colonies got from the success of these nations, Africans were convinced that it was necessary to fight against political and economic injustices with as much vigour as expended by Indians.

Another factor militating against colonial rule was the "wind of change" which was against continued colonisation of Africa.⁴ Harold Macmillan opined that:

The wind of change is blowing through this continent, and whether we like it or not, this growth of national consciousness is a political fact. We must all accept it as a fact, and our national policies must take account of it.⁵

These developments led to the growth of nationalism and agitation for independence especially from the 1940s, not only in Kenya but also other African states. The main clamour was for political independence and self-governance.

The year 1944 was particularly a significant milestone in Kenyan colonial politics. First, the colonial government with the agreement of the settlers appointed Mr. Eliud Mathu into the Legislative Council as the first African legislator. Second, the year saw the formation of the Kenya African Union (KAU),⁶ a political

4 Harold Macmillan's "Wind of Change" speech was made to the South African Parliament on 3 February 1960.

5 Available at <http://africanhistory.about.com/od/eraindependence/p/wind_of_change2.htm> accessed on 19.11.2010.

6 Oloth, A [2006: 74] writes that with African opposition to colonial rule becoming stronger, Africans were allowed to form political Associations. On the advice of Governor Mitchell, the Kenya African Study Union (KASU) was formed in 1944 as a colony-wide African body to provide a platform where the African elite could air their views, and the lone African member could consult. Mr. Harry Thuku was elected KASU's president. It was not long before some members objected to the name 'study'. Consequently, the name was dropped and the organisation renamed Kenya African Union (KAU). In 1945, Mr. Harry Thuku was replaced by Mr. James Gichuru as president after he was accused of being a 'quisling'.

organisation formed to articulate Kenyan grievances against the British colonial administration. KAU was very instrumental in building support from all corners of Kenya for Mr. Mathu to be appointed. KAU outlined its objectives as: fighting against the *Kipande* system and discrimination against Africans by the settlers and fighting for the return of African lands, the so-called “white” highlands occupied by Europeans. KAU’s popularity surged in 1945 after Mr. James S. Gichuru was elected KAU President, replacing Mr. Harry Thuku.

As mentioned above, these were the years when returning African ex-soldiers spread the news of hitherto unknown truths such as Europeans dying in war from gunshots. Such stories degraded the settlers’ presumed stature in the eyes of Africans as supermen to that of ordinary men. This eventually gave Africans greater confidence to fight more vigorously for their land, civil and political rights as well as for independence.

More African awakening became evident with the formation of the Pan-African Congress, which in 1945 held a historic meeting in Manchester, England and declared thus:

“We demand for black African autonomy and independence ... We are unwilling to starve any longer while doing the world’s drudgery in order to support, by our poverty and ignorance, a false aristocracy and discredited imperialism ...” (*Padmore, G. ed., 1963*)

After attending this Congress, Kwame Nkrumah from Ghana returned to his country to declare that Ghanaians should “first seek the political kingdom, and all else shall be added unto you.” In September 1946, Kenyatta who had also attended the Manchester Pan African Congress with Nkrumah also returned to Kenya after a long sojourn in England. He was to later take over the Presidency of KAU in June 1947. In 1960, KAU changed its name to Kenya African National Union (KANU).

When he assumed the presidency of KAU in 1947, Kenyatta shocked the settlers as well as the colonial administrators by declaring that:

1. That the political objective of the African in Kenya must be self-government by Africans for Africans.
2. Immediate provision of more seats to the Africans in the Kenya Legislative Council.
3. That more land must be made available both in the crown lands and in the highlands for settlement by Africans.
4. That compulsory and free education for Africans as given to the children of other races is overdue and must be provided.
5. That the *Kipande* system with all its humiliating rules and regulations should be abolished immediately.
6. That the deplorable wages, housing and other conditions of African labourers should be substantially improved and the principle of “equal pay for equal work” be recognised.⁷

⁷ Bogonko, S. [1980].

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