

STRATEGIC PLANNING EXPERIENCES IN KENYA

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INTRODUCTION

This paper deals with Strategic Planning experiences in Kenya. First, it outlines the purpose of this research work, the methodology used, the sources of information and the rationale for Planning. It further outlines the evolution of planning highlighting on the critique of traditional approaches to urban planning and hence the emergence of the Strategic Planning Concept. The paper has put planning and institutional context in Kenya in perspective and further on gives an account of the strategic planning experiences in Kenya. Problems, challenges and potentials are highlighted with finally concluding remarks.

The objectives of the research, which also form the basis of this paper are in fulfillment of the task related to the contract with the Municipal Development programme whose terms of reference include:

- To review the state of art in strategic planning by urban local authorities in Kenya.
- To document the various approaches which are underway including their successes and failures.
- To identify cases of good practice and
- To present the country report to a regional workshop to be held in Addis Ababa, Ethiopia.

1.1 Methodology

In seeking to document strategic planning experiences in Kenya, this paper has drawn on the knowledge of planning professionals at the University of Nairobi (Department of Urban and Regional Planning), UNCHS (HABITAT) and practitioners within the Ministry of Local Authorities, municipal authorities and physical planners in the Ministry of Lands. In addition, a visit was made to the Nakuru Municipal Council, where discussions were made with the planning officers. Individuals particularly urban planners within the Nairobi City Council have provided information through informal discussions. In addition, a lot of information has been obtained through documented literature in strategic planning.

1.2 The Rationale for Planning

Alexander, (1993)* defines planning as "the deliberate social or organisational activity of developing an optional strategy of future action to achieve a desired set of goals, for solving novel problems in complex contexts, and attended by the power and intention to commit resources and to act as necessary to implement the chosen strategy". The necessity to plan arises when choices have to be made on different lines of action and their related different effects on individuals, groups and overall societal interests.

Due to the explosive population growth in developing countries, the majority of them face tremendous challenges to provide a decent living standard for all. Countries in the sub Saharan Africa for example, are witnessing world's fastest increase in population. Kenya for instance, needs only 17 years to double its population. *Kenya's major cities are even growing faster with a typical yearly increase of 10%. This implies that Kenya may in the year 2010 have 52 million inhabitants of which 5 million would live in Nairobi. These alarming figures revealing the rate of urbanisation, provides reasons for concern. Without proper planning, the negative effects of the current and future urbanisation processes will have consequences of unacceptable urban environment with the

majority of its population living in inhuman living conditions. The kind of challenges facing the Municipal Authorities today therefore, as far as planning and controlling the growth of cities is concerned, are excessively great. Controlling this growth and turning these cities into habitable environments is a challenge to which planning is yet to develop an effective response.

Besides, global problems and issues challenge planning, a discipline which is mostly developed at the local level. These are problems which local intervention cannot possibly cope. The environmental effects of human activities and industrial technology, the social effects of economic globalisation and the restructuring of local, regional and national economies.

Some of the problems facing developing countries today include:
Rapid urbanisation as a result of urban migration and internal growth of the urban areas.

Unemployment, under employment and poverty.

The existence and rapid growth of a large informal sector, often by inappropriate laws and regulations enacted for a different era and socio-economic context.

- Inadequate shelter, a most persistent problem which is manifested in rapidly spreading informal settlements and slums.

- Inadequate, poorly maintained and deteriorating urban physical infrastructure and services, particularly water supply, sanitation, waste disposal, power and roads.

- Increasing environmental pollution and degradation, resulting from rapidly increasing vehicle populations, uncontrolled industrial smoke emissions, discharge of untreated industrial effluent into rivers, dumping of toxic waste and deforestation of peri-urban woodlands for domestic energy purposes.

- Increasing vulnerability of urban population to natural disasters, resulting from the extension of residential settlements into areas prone to floods and other natural hazards.

- The existence of customary land tenure systems, informal methods of land allocations and subdivision and traditional methods of settlement development and social administration in African countries.

* G. Linden, Genesis, Rationale and Evolution of Planning Thought (a draft paper): Contribution to the workshop on implications of Agenda 21 on the System of Urban and Regional Planning in Kenya 27 - 29 March 1995 Nairobi

Responsibility for solving (and ideally preventing) these problems lies with the Local Authorities. They steer the economy, build the infrastructure, oversee planning processes and control land development and urbanisation. Operating at the level of government closest to the people, they play a vital role in informing, mobilising and responding to the public to promote sustainable urban development.

BACKGROUND

2.1 The Evolution of Planning

Critique of Traditional Approach to Urban Planning.

In many of the developing countries, the planning process adopted to deal with the urbanisation problems has passed through several models, from the comprehensive blue-print planning of the 1930s to 1960s which is largely borrowed from developed countries by the west to the structure planning of the 1980s; between or along with these have been the planning scheme approach, the project approach, and the recently emerging "local planning", action planning", "neighbourhood planning", and Strategic Planning approaches.

In most countries urban planning is understood to refer to physical land use planning, typically consisting of three key elements first, an overall framework, usually a master plan, secondly, a set of planning and building standards and regulations and thirdly, a development control system. In most parts of the world, urban master plans constitute the heart of urban planning and this type of planning is often referred to as the "master planning approach". This basic approach has, of course, been changed or improved in some countries, but for many countries, this remains the starting point of urban planning. This type of physical planning is obviously a fundamental tool of effective urban development and management and can help the realisation of the objectives and other recommendations of Agenda 21. However, in spite of potentials for influencing the urban development and management process, this instrument has in recent years been much less effective than it could. It has severely been criticised as being too complex, excessively bureaucratic, time consuming, elitist and too static in nature.

An important criticism of master planning processes has been their over ambitious attempt to be comprehensive and their inability to deal with the uncertainties and incompleteness to the urban dynamics. Traditional master planning has shown uncertainty about the relationship between economic and spatial planning initiatives in promoting urban development. Because of these, many of its policies become outdated very quickly, thus rendering the process substantially irrelevant (UNCHS 1994). The master plan approach has also been criticised for not being participative with community groups, target beneficiaries and non-governmental organisations being largely excluded from the process. In addition it has been observed that urban planning tends to be divorced from sectoral processes responsible both for urban finance and for the provision of urban infrastructure and services. Because of these and other shortcomings, it has been argued that urban physical planning has been unable to cope with the rapid urbanisation processes.

Again, there has been global political changes in many countries, especially those in third world and former socialist countries which were characterised by authoritarian governments. Today, in these countries, there is new emphasis on decentralisation, transparency and accountability. With the adoption of Agenda 21 in 1992, there has been a need to translate this into local agendas with emphasis on environmental issues brought about by environmental damage resulting from conventional physical planning. Consequently, a number of seemingly new physical planning approaches have emerged ranging from structure plans, local plans to strategic plans.

3. STRATEGIC PLANNING

Strategic planning reflects the "process" view of planning and is characterised, inter alia, by cross-sectoral co-ordination, financial feasibility, enabling mechanisms by the public sector to support both formal and informal private sector activities, realistic choice mechanisms and monitoring and evaluation. The output is not just a physical development plan, but a set of inter-related strategies for city development including land, infrastructure, finance, institutional - i.e. a process of integrated urban development. In order to improve upon the traditional planning approaches, strategic planning adopts a more dynamic, result oriented and strategic approach.

Various countries both developed and developing including the United Kingdom, Malaysia, Indonesia, Tanzania, China, Sri Lanka and Kenya have addressed the shortcoming of traditional planning by introducing new typologies of plans. All these approaches have attempted to move away from the rigid formality of blue print urban master plans, towards a more flexible, indicative and pro-active type of planning which is more closely linked to both sectoral and budgeting processes.

PLANNING AND INSTITUTIONAL CONTEXT IN KENYA

Planning and institutional context addresses elements that affect planning both at national and district level. It focuses on the Municipal Planning environment, laws and regulations that have an impact on Physical Planning at the Municipal level. Currently there is involvement from Non-Governmental Organisations, Community Based Organisations, and private sectors in urban planning and management. All these laws, regulations and the policy making environment have an impact in the operations and planning of the Nakuru Municipal Council against which the SSP will operate.

4.1. National Level Planning

Ministry of Planning and National Development is the body charged with the overall planning of the Kenyan economy. It articulates national development objectives, policies and programmes through five year development plans within which physical development policies are articulated by Department of Physical Planning. In the plan detailed, sectoral targets and ways to achieve these targets are given. Thus the contributions to national development to be made by the various sectors such as agriculture, industry, tourism and Local Authorities are given in the five year plan period.

National Development Plan 1997 - 2001 recognises the important role of Local Authorities in the achievement of the current theme of 'rapid Industrialisation for Sustained Development'. Local Authorities have to facilitate industrialisation through provision of appropriate infrastructure, operation and maintenance of vital services, taxation and licensing, land planning and development to spur growth in their economies, thus providing employment opportunities. Commitment of the government to social and economic development must also recognise the limits imposed by the natural environment. This is articulated in the National Environmental Action Plan.

Physical Planning Department

The Department of Physical Planning of the Ministry of Lands and Settlements is charged with the preparation of Physical Development Plans, Structure plans

and short term physical development plans in the country. The department is represented at provincial and district levels. It works closely with Local Authorities in matters related to Physical Planning within Municipal boundaries.

4.1.2 Urban Development Department

The Urban Development Department is involved in assisting Local Authorities to come up with local Authority Development plans in all towns in Kenya. The UDD is a five year capital expenditure plan containing a programme of infrastructures and investments in selected business enterprises meant to resuscitate the urban economy.

DISTRICT PLANNING

Over the last fifteen years (since 1983) development planning in Kenya has been decentralised from the national to district level. District planning is however carried out within the broad policy frameworks enunciated at the national level by the National Development plans. These policies are desegregated both sectorally and geographically. In the DFRD (District Focus for Rural Development) strategy, planning, identification, implementation and monitoring has been the responsibility of the District Development Committee (DDC).

The aim of the DFRD strategy was to involve the people in identifying and prioritisation projects to be undertaken in their areas. This was aimed at making planning participatory, responsive to the local needs, and resources and control of the development process by the people. The DDC were to receive prioritised project proposals from the communities through the location and divisional development committees. This planning machinery is also dominated by sectoral planning which affects spatial planning in terms of resource allocation.

The DDC's are chaired by the District Commissioner and comprises the District Departmental heads, the local members of parliament, Mayors, Chairmen and Clerks of Local Authorities and parastatal heads. All the development projects of Local Authorities especially LADP's (Local Authorities Development Plans) are subject to the DDC's decisions. Social dimensions of development were launched in 1994 (SPAs, 1997) to address the needs of the poor sections of the community adversely affected by structural adjustment programs and are implemented through the DFRD strategy.

Physical Planning

Physical plans are prepared by the Physical Planning department to guide development at the local level in the interests of the public. Plans are classified as development plans, local physical development Plans and short term development plans. Within short term development plans there are action plans, advisory plans and Part Development Plans (PDP). Previously the decision to make plans emanated from the planner, DDC, Local Authority and Commissioner of Lands. Currently the decision to make a structure plan is vested in the Department of Physical Planning (Planning Act 1996: 68).

The purpose of making a structure plan is indicated in the third schedule of the new planning legislation. Long term and short term plans were prepared by

Physical Planners who took them for circulation to Departmental Heads and display at public places for comments. The plan was then submitted to the Commissioner of Lands for approval. The process can be summarised as (Decision - Plan Preparation - Plan Circulation - Director - Commissioner of Lands - Approval - Gazettement). In the new Act the process is: Decision - Plan Preparation - Director for circulation - Minister for approval - gazettelement. Circulation of the plan is aimed at incorporating the views of the community.

4. 2.2 Planning Laws and Regulations

There are various statutes that deal with planning and land use regulations. Those that deal with planning are: Land Planning Act Cap 303, Town Planning Act Cap 134, Physical planning Act 1996, and the Local Government Act Cap. 265. Statutes and regulations on land use include: Government Lands Act Cap. 280, Land Control Act Cap. 302, Land Acquisition Act Cap 295, and registered titles Act Cap. 300.

Town Planning Act Cap. 134: The Act deals with subdivision of freehold land within urban areas. It is repealed by the physical Planning Act which is not operational at the moment. Land Planning Act Cap. 303: The Act applies to land involving changes of user from agriculture to urban, and allowing subdivisions of up to a quarter an acre and change of user from agricultural use. Users that are no longer agricultural are registered as leases for ease of planning and development control. The Act is cumbersome to apply and its use is limited to 5 mile radius of outside the Municipal boundaries as well as 400 feet from the centre line of trunk roads where we have change of user and the resulting portions of the subdivision are less than 20 acres. It stands repealed when Physical Planning Act becomes operational.

Physical Planning Act 1996: It deals with all matters relating to preparation of all kinds of physical development plans and subdivisions. It stipulates development control measures and the role of the District and liaison committees. However, the power of physical planning is concentrated in the office of the director and Local Authorities are not seen as planning entities.

Local Government Act Cap 265: The Local Government Act provides for the establishment of Local Authorities, Planning subdivision plans, land acquisition, powers to make by-laws, development control and functions of Local Authorities.

Government Lands Act Cap 280: This Act deals with land issues that are both urban and rural relating to land allocation, development control, registration, appointment of a town planning advisor, and preparation of PDPs and development plans. It requires government land to be alienated, surveyed, planned, and serviced before allocation. The Act is cumbersome to apply due to the numerous procedures.

Land Control Act Cap. 302: This Act applies to the subdivision of agricultural land without change of user with sizes of subdivisions not being less than 20 acres. It complements the land Planning Act. The inability to circulate the subdivisions weakens the applications of this Act.

Land acquisition Act Cap. 295: This Act is used by Local Authorities and the government to acquire land in accordance with Sections 117 and 118 of the constitution of Kenya. Land acquired is meant for Town Planning purposes and owners are compensated at market value plus 15% disturbance allowance.

STRATEGIC PLANNING EXPERIENCES:

There exists varied perceptions among practitioners, academicians and professionals of what actually strategic planning is. Different people understand it differently. Consequently, the writer of this paper had a lot of difficulties in attempting to identify the various planning experiences as having adopted the strategic planning approach. Indeed, some highly placed professionals within the Human Settlements and Planning discipline, are of the opinion that there exists no differences in terms of outcome between the Strategic planning concept and the master planning approaches.

However, going by the evolution of the planning process which brings out the failure of master plans approach and hence the adoption of the strategic Planning approach, there is only one such plan in Kenya which can be said to have adopted the strategic planning principles namely the Nakuru Strategic Structure Plan. This plan which is at its completion stage is the only attempt at conscious strategic planning approach. Because the plan is still in its final stage of preparation, a review of the strategic planning experiences has therefore only been done in terms of the concept and methodological process.

Nevertheless, there has been other attempts to experiment on the principles of Strategic Planning although the scope and framework cannot be matched with the strategic structure plan of Nakuru. These approaches have demonstrated an attempt to a marked departure from a top-down approach to a people-sensitive approach in Planning. It is an endeavour by Local Authorities to involve beneficiary communities so as to plan with the people as opposed to for the people. Emphasis on the environmental aspects of planning has also featured in these plans. These attempts include the following:

5.1 Small Towns Development Programmes:

The communities under these programmes participated from the planning and design stages to the implementation of the settlement upgrading projects. Such local Authorities include Voi and Kilifi towns. This has brought about a unique application of community land trust tenure system. In the community land trust model, the issue of landlessness and insecurity of tenure has been adequately addressed through communal ownership of land, a situation that is finding support in the land administration system in Kenya.

Eldoret Municipality is another example where the District planner's initiative in the enhancement of the public participation approach to planning during 1990-91 was instrumental in playing an effective role in managing the unplanned settlements of this municipality.

The Green Towns Environmental Project

This project has its objective to initiate a process of environmental awareness among Local Authority managers, decision makers and the public so as to come out with an environmental development plan of a given town. The project also does the planning on community participation basis. Towns like Malindi and Eldoret are examples where such a process has been applied.

Local Authority Development Programmes (LADPs)

These Development plans which are prepared by Kenyan Local Authorities, are carried out using a multi-resource teams involving the technical expertise, urban managers and a representation of the resident groups.

The Strategic Structure Plan of Nakuru

The strategic structure plan has gone into the process of looking at the Regional linkage and how the town will be influenced, recognised the dynamic relationship with existing national policy guidelines and analysed the trends in order to determine possible directions within 20 years period. It identified possible conflicts, set broad based policy guidelines - strategic factors, trends and possibilities. It then came out with city wide spatial framework- the drawn plan showing how implementation will take place in accordance with strategic policies. The process integrates day -to-day monitoring of the effectiveness of planning decisions with mid-range alternatives.

Nakuru Town:

The town was founded in 1904 as a railway outpost 160 km from Nairobi. It is located along the East-west transport route across the country, linking the Kenyan coast with the lake Victoria region and Uganda. It is located at an altitude of 1859 m above the sea level on a remarkable and overwhelming setting between the Menengai Crater and Lake Nakuru. The lake Nakuru National Park is a tourist attraction with great economic value for the country. Being on the floor of the Rift Valley, Nakuru is susceptible to volcanic soils such that during the dry season Nakuru is engulfed in whirlwinds of dust.

At present, the city is the 4th largest town in Kenya and the headquarters of the Rift Valley Province. The estimated population is 360,000 with a growth rate of 7%. Several industrial investments provide employment for Nakuru residents. Important factories are producing cooking oil, batteries, blankets and agricultural implements. Some industries emit toxic effluents which find their way to the lake raising the importance of environmental conservation. Once dubbed as the "Cleanest town in East Africa", Nakuru's standards of urban services and infrastructure have fallen rapidly. As Nakuru is squeezed between the crater to the north and the lake to the south, the urban tissue develops towards the west, which is geologically unstable, and to the east an area of rich agricultural value.

These developments present several contentious issues. The fragile ecological setting of the city induces severe constraints and calls for limiting the growth of the city. The resultant complexity requires firm commitments towards achieving sustainable urban development. The local authority's collaboration with community groups, NGOs and industrialists forms a foundation for addressing these challenges conversly, the population growth and economic potential calls for enhanced urban development.

5.4.2 The Strategic Structure Plan

The strategic structure plan for Nakuru is the first plan to be approved by the minister of Lands and settlements under the new Act mentioned above. It was prepared under the auspices of local agenda 21, the blue print for sustainable development resulting from the Earth Summit (Riode Janeiro, 1992). In realising the need to harmonise urban development with environmental protection, it recognises that many of the problems and solutions concerning sustainable

urban development have their roots in local activities. The participation and co-operation of local authorities therefore, is a determining factor in fulfilling Agenda 21 activities at the local level. Conscious of the scarcity of resources and the rapidly increasing complexity of urban development, the strategic structure planning for Nakuru, is interpreted as both a process and an end product. The process is as important as the outcome. Professionals are viewed as facilitators while the vision, and mission belongs to the stakeholders. As a process, SSP mobilises all interested actors in a dynamic, continuous and consensual vision building and policy making process. A clear understanding of the structure of the town helps to identify strategic priority actions.

Consultative workshops were held in Nakuru in 1995 as part of the process of building consensus towards a commonly agreed upon platform. The workshops reached a consensus as to the factors promoting and hindering the sustainable development of Nakuru. It brought together a wide range of stakeholders in urban development process including elected councillors, officers of the council, district and provincial administration, research and training institutions, parastatals, NGOs and CBOs, industrialists and other project planners. The workshops adopted strategic structure planning as the process for achieving sustainable urban development of Nakuru. This SSP process became the overriding framework for intergrating all the diverse activities under the LA 21 programme in Nakuru.

Working groups stressed an environmentally conscious development, promoting Nakuru as a "people's Green City". Nakuru was envisioned as:

- An eco-town, intergrating natural and human settlement imperatives.
- A rail-road town
- A centre of eco-tourism
- A regional capital and service centre
- A prototype town of East African Highlands.

The plans aims to analyse the existing problems and challenges as well as potentials of Nakuru. It studies selective and strategic elements of the city in an elaborated form and arrives at the intended structure for Nakuru's future. The plan aims to be incorporated into the broader SSP process through the consultative and community participation processes before being legally submitted for approval.

5.4.3 Scope of the Plan:

The overall goal of the plan is to envision Nakuru up to the year 2020. This implies development within the city that ensures basic environmental, social and economic services without threatening the viability of the ecological and community systems. See map for the area covered by the plan. The plan focusses on strategic actions/choices in periodic stages. It accommodates incompleteness and deals with uncertainty. The plan aims to be an integrated vision, but not necessarily a comprehensive vision. It is an instrument for guiding and not dictating development of Nakuru by making strategic choices. It stresses the methodological process of planning. The plan follows the conceptual methodology of SSP as shown in fig...2...

5.4.4. Outline contents of the plan:

a) Planning & Institutional Context.

This section analyses and interprets the context within which the SSP is prepared. Some of the issues covered include the policy framework, the legal issues of planning and enforcement, the role of different actors in planning. The section feeds into the knowledge of the existing structure.

b) The existing Spatial Structure

This section focuses on existing realities, problems, and assets of Nakuru. As previously indicated, it accepts incompleteness, deals with uncertainty and focusses on strategic and structural choices. See fig...3... Preliminary analysis of existing spatial structure includes analysis of the geographical structure, natural structure, historical structure, structure of land tenure, settlement structure, economic structure, transportation structure and structure of services and infrastructure.

Key Planning Sectors

The sectoral studies are detailed work on those elements that are not exhausted at the completion of preliminary existing spatial structure. They include such areas as demography, land, housing situation and needs, economic development transportation and services. Description of potentials and problems arising from this interpretation as well as possible strategies to follow are included.

Detailed Spatial and Design Studies

The objective of these studies is to come up with detailed analysis and interpretation of specific areas so as to define the structure. Specific studies include peripheries of the city, edges, fabrics, nodes and strips. The chapter also explores proposals and strategies for the specific locations in the city.

Intended Spatial Structure

This section brings together all the proposals realised from the analysis of the existing spatial structure (together with the sectoral and design studies, planning and institutional context), based on the vision. The intended spatial structure includes the following elements:

Visions and development perspectives

Spatial concepts proposals

A commitment package of actions.

Community participation and consultation will be important as a feedback from all partners. This has two important objectives namely to review the elements of the vision and to clarify/review areas that may not be clear, and also to reconfirm partners' commitment. At this stage also, there is a need of further research in order to feed into the process more meaningfully.

The legal approval process will include a report on the decision making process followed during the preparation of the plan, and then the final submission to the Director of Physical Planning.

Notes: Strategic Structure Plan for Nakuru. Action Plan for Sustainable Urban Development. (draft report) October 1998.

SUMMARY OF THE CHALLENGES, PROBLEMS AND POTENTIALS

CHALLENGES:

There exists confusion in the understanding of the strategic planning concept. Views and interpretations of what strategic planning is have been divergent. No clear guidelines exist to show how the process differs from the master plan process, and therefore, clients and stakeholders understand the concept differently resulting in poor professional co-ordination of the methodological aspects. There is a need to "sell" the strategic planning approach adequately to professionals, clients and stakeholders.

The Nakuru municipal council lacks capacity to oversee planning matters, guide and control development within the municipality. Capacity focuses on planning capacity, personnel, their skill, available equipment for work and financial management. The staff structure in all the departments is bottom heavy with high number of junior level staff with limited middle and senior level staff. Wages and salaries take up more than 70% of the total budget, impairing service delivery. Key departments of the council lack highly skilled personnel in management and supervisory posts. This has affected revenue collection, poor service delivery, and lack of capital expenditure. The problem of in fighting in the council compounds to the problem.

Currently, the municipal council lacks a town planning unit to oversee planning matters. This is further constrained by failure of the 1996 Act to recognise municipalities as planning authorities and centralisation of planning powers at the national level.

Frequent boundary changes that do not reflect real urbanisation trends and resource capacities of the municipal council. Municipal council plays a weak role in this issue and its advice is disregarded in the determination of boundaries. Many of these areas lack essential services, remain rural for a long time and present planning constraints.

Lack of proper planning on freehold land. Planning on freehold land and preparation of subdivision plans is sometimes carried out by non planners and dependent on the owner of the plot. This applies to areas of Barut, Muguga, Kiamunyeki, Mwariki II etc.

The inherent conflict of various legislation that deal with planning and land administration. Local Government Act empowers the municipality to plan, acquire land and carry out subdivision plans while the Physical Planning Act takes away this authority. Misapplication of the Act in subdivision plans has increased the number of illegal subdivisions in many peri-urban areas. The lack of a regulation to control conflicting interests in land issues leads to grabbing of public land.

Lack of effective co-ordination between LADPs and physical development plans in the municipality poses a challenge to the council. Which plan is a plan? Merging of the two plans into one document or plan is a better opportunity to address both spatial and investment concerns of the municipality.

There is the need to harmonise all actors in planning, land administration and development control agencies. These actors can be brought together through

the District Municipal Planning and Liaison Communities. This will take care of the fear of loss of power by stakeholders which is currently evident.

6.2 POTENTIAL

The council has numerous resources which it can exploit such as, an informed community that is willing to participate, good available underutilised land for urban development, rich hinterland, transit traffic and tourists potential. This can be exploited to increase employment, and revenue for the council.

There is need to harmonise the relationship between the Council and KWS to enhance tourism. The partnership between these institutions will help address the urban development problems that affect the lake and the benefits that could accrue to the Council in terms of revenue, and conservation.

The town has been able to realise greater involvement of Community Based Organisations, NGO's and Private Sector in urban planning and management. These have been involved in waste management, greening, water provision and housing with the support of the Council, but some of the community groups have received little support from council.

Institutional linkages in the council to the Ministry of Local Government that enhance participation of Local Communities through political representation and technical channel. The Municipal Council of Nakuru is also linked to the National Level Planning through the DDC giving another opportunity of articulating community development needs.

Lastly, the physical Planning Act of 1996, provides an opportunity of entrusting or empowering the Physical Planners to carry out all planning issues on all categories of land. It also deals with planning problems between boundaries of two Local Authorities, and the creation of Municipal and District Planning liaison committees that encourage involvement of varied expertise in planning.

CONCLUSION

Traditional Planning processes has been criticised as being static, technocratic, ambitious and inefficient while providing insufficient guidance concerning priorities, phasing, development costs or the financial capacity of institutions. Consequently, a number of seemingly new physical planning approaches have emerged ranging from structure plans, local plans to strategic plans.

Lessons of experience from Kenya, observed that there exists different perceptions among practitioners, academicians and professionals of what actually strategic planning is. The concept has not been properly grasped by actors. Consequently, there has been a shortfall in the clients ability to grasp what is actually required and also lack of appropriate guidance as to what ought to be done. There is a need to appreciate and understand the fact

that the municipal council lacks capacity and is faced with both planning and institutional problems and challenges that affect planning and urban management.

The flexibility of the strategic planning process means that inputs such as settlement upgrading will be accommodated, and an area showing future direction of development will be designated. The key part of this process is that it does not require completion of the plan for implementation to take place. Short term areas are identified, and stakeholders are constantly brought on board, hence facilitating a continuous participation process and implementation. The practise has brought together (partnership) different actors like the municipal council of Nakuru, the Central Government, University expertise, community stakeholders, etc. Key issues have been identified as well as key possibilities and potentials.

Strategic structure planning as a process and an end product, is a powerful tool for a more sustainable and equitable urban environment, with an essential role for Nakuru Municipal Council managing the process. However, the experience in the preparation of the Nakuru SSP, has revealed that although the concept is a good innovation with a lot of promise in achieving sustainable urban development, it will demand development control and the need to avoid rigidity. The tendency to develop a universal model should also be avoided, otherwise, strategic planning will fall in the same dangers as the previous planning approaches/concepts.

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STRATEGIC PLANNING EXPERIENCES IN KENYA

SUMMARY

Mainly before 1970s, the Master Plan was the primary planning tool for guiding development in most parts of the world. However, master plans have proved to be quite ineffective in reality, as city growth typically outruns official capacities to control development, to finance infrastructure and to influence events on the ground. Master plans have a narrow physical and spatial focus and fail to deal adequately with economic and social, much less environmental aspects of city life. They are also more concerned with a desired end-state rather than with the process of achieving it, so that even the few plans which are technically good, have little hope of being implemented. They require, as inputs, a vast amount of data, much of which is difficult or impossible to obtain. Master Plans have been prepared without involvement of those responsible with implementing plans, stake holders, residents and other interested parties.

Then in the recent past, Structure Planning evolved to address the main shortcomings of the pure Master Plan approach. But still, the Structure Plan method relied on the major inputs from the professionals to the exclusion of the other stakeholders especially the target communities. This process resulted into a major defect in that the target communities did not identify with the end result and therefore, the implementation did not have the full intended impact. In response to the failure of the "Master Plan" approaches, new concepts and approaches in the planning profession has evolved into the more effective strategic planning. There exists various planning approaches in Kenya which have demonstrated efforts to deviate from the traditional approaches to planning, by incorporating the participatory and environmental components. Under the Small Town Development Programmes, Voi, Kilifi and Eldoret municipalities are good examples where such approaches have been used with successful results. The Green Towns Environmental Project is another example whereby Malindi and Eldoret are local authorities where such a process has been applied. Although these local authorities have demonstrated efforts to experiment on the Strategic Planning approach, the principles have not been fully articulated. The Nakuru strategic structure plan which is at its completion stage, is the only attempt at conscious strategic planning approach. In seeking to review the state of art in Strategic planning experiences therefore, the scope has been limited to the methodology, approach and concept used. The SSP, which was started in 1995 by introducing capacity building through workshops, is being prepared under the auspices of Local Agenda 21 which recognises that many of the problems and solutions concerning sustainable urban development have their roots in local activities. The SSP consists of a VISION on the Urban development, a SPATIAL concept as a basis for the desired structure and a programme of ACTIONS and specific measures.

Strategic Structure planning as a process and an end product, is a powerful tool for a more sustainable and equitable urban environment, with an essential role for Nakuru Municipal Council managing the process. However, the experience in the preparation of the Nakuru SSP, has revealed that although the concept is a good innovation with a lot of promise in achieving sustainable urban development, it will demand development control and the need to avoid rigidity. The tendency to develop a universal model should also be avoided, otherwise strategic planning will fall in the same dangers as the previous planning approaches/concepts. The flexibility of the process means that inputs such as settlement upgrading will be accommodated, and an area showing future direction of development will be designated. The key part of this process is that it

does not require completion of the plan for implementation to take place. Short term areas are identified, and stakeholders are constantly brought on board, hence facilitating a continuous participation process and implementation. The practise has brought together (partnership) different actors like the Municipal Council of Nakuru, the Central Government, University expertise, Community Stakeholders, etc. Key issues/factors have been identified as well as key possibilities and potentials.

However, the strategic planning concept has not been properly grasped by actors. Consequently, there has been a shortfall in the clients ability to grasp what is actually required. The lack of capacity by the Municipal Council of Nakuru to manage and sustain the strategic planning process is lacking. Power struggles within the council and political influences are bottlenecks in the preparation of the Strategic Structure Plan.