Cross-sector Partnerships and Community Involvement in Reversing Urban Decay: Nairobi and Baltimore: A Comparison

Festo Fadamula
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I SECTION ONE

Perspective

The Cities of Nairobi and Baltimore are two worlds apart. In Baltimore residents proclaim it to be the best city in America; In Nairobi, residents live in the nostalgia of Nairobi as the “Green City in the Sun”.

There is a common resolve on both ends to reverse the declining fortunes of these urban enclaves. It is a shared understanding that urban development must not just be attained but also be sustained for the Community to reap maximum benefits.

According to the United Nations secretary General Mr. Kofi Annan in the 2001 United Nations Human Settlement Program report; Sustainable Urban Development is one of the most pressing challenges facing the human community in the 21st Century. As more and more people make cities their home, cities will be arenas in which some of the biggest social, economic, environmental, physical, and political challenges will be addressed and where solutions will be found. The major challenge is to bring the urban excluded back into the mainstream of society ensuring that all citizens can participate in the social, economic and political life of the city.

The world over, people are increasingly coming together at the local level to provide basic services for themselves. But they cannot do this alone, and partnerships between the community, the public and the private sector are being encouraged (UN, 2001).

As this paper will reveal, the trend in Baltimore and in Nairobi is toward creating tight, protective and insular “communities” in the Cities’ neighborhoods.

This paper explores the role partnerships are playing in the process of urban renewal. The report compares and contrasts the urban revitalization efforts in Baltimore and Nairobi, and explains why lessons from the two cities are important for urban development.

In a United Nations global meeting held in Vienna in April 2002, new guidelines emphasizing the role of Community involvement in Security and public safety were tabled. Sponsored and accepted by a broad consensus among all 47 countries, the new guidelines called for among others;

- Governments to encourage community involvement in fighting urban decline
- Support for principles of partnerships and inter-institutional collaboration

Inclusive cities give everybody a say in how the cities are run making urban planning, renewal and management much more effective.
Introduction

The current wave of cross sector partnership and community involvement in reversing urban decay is slowly spreading across all continents of the world. From Johannesburg in South Africa, London in Britain, Paris in France to Baltimore in the U.S, to Melbourne in Australia to Rio in Brazil; it is fast becoming a global phenomenon. The diminishing public resources, rapidly growing populations in the developing world, postwar challenges to older industrial cities which have to endure substantial population decline, all call for new strategies.

There is a new awareness that a balanced approach is needed to strengthen local government institutions and to promote participation of non actors, non governmental organizations (NGOs), Community based Organizations (CBOs), the private sector-in the Development process (European center for Development, Policy Management, 2000). Joint action between local authorities and non state actors is seen as a way to realize horizontal linkages, to contribute more to urban sustainable development.

This paper, exploratory in nature, compares the situation in Nairobi, Kenya and Baltimore, U.S.A.

In Baltimore, partnership and community involvement has been embraced as a key strategy to maximize use of resources and to enhance local government capacities. It is even enshrined in the national official policy. In Nairobi the whole process of mainstreaming non-state actors in urban development is acknowledged but not enshrined in the statutes.

In Britain many interventions have been explored to stem urban decay as it leads to what they call “social exclusion”. This is a shorthand term for what can happen when people or an area suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime, bad health and family breakdown. Past policies dealing with each problem individually have failed. So they have set up a social exclusion unit (Citi Chat 19 2002). This unit will solve problems by producing “joined up solutions to joined up problems”. Hence the establishment of a Neighborhood Renewal Unit as an outcome of the National Strategy for Neighborhood Renewal. In a Foreword to the National Strategy, the Prime Minister Tony Blair says, “...we inherited a country where hundreds of Neighborhoods were scarred by unemployment, educational failure and crime. They had become progressively more cut off from the prosperity and opportunities that most of us take for granted. This action plan is a crucial step in creating one Nation, not separated by class, race or where we live”. (Financial Times May 2002).

Partnerships and community involvement in reversing urban decay create a process that is all inclusive and enhances the sense of community. They encourage residents to speak of the city as “our city”.

2
NAIROBI: Background and Population

1. BACKGROUND.

The City of Nairobi or more accurately “nairope”, derives its name from the Maasai ethnic group. Among the Maasai, it means the place of cool waters. Before it was given this name, the place where the city stands today was called by the Maasai Nakusontelon, which translates into the beginning of all Beauty (Hon. Godana, 2000).

Founded in 1891, as a small settlement of the then East African Railway line, it served as a supply depot, repair yard and camp for the 32,000 laborers most of them from India (Indian coolies), employed by the British to build the rail between Mombasa and Lake Victoria.

For some, it was not a place of beauty, but rather a swampy, mosquito infested bleak spot. But for those who survived the horrific attacks of the man eating lions of tsavo during the railway construction, it was a place of rest and comparative peace (Were, 1978). The unplanned settlement soon took root and grew in importance, encouraged by the authorities. It encompassed a population of African (forced into employment), Indian laborers and the British. In 1905, the British moved their capital from Mombasa and declared Nairobi the Capital of the East African protectorate.

In 1919, Nairobi became a Municipality and was awarded City status on March 30 1950, by the Duke of Gloucester.

In many ways therefore, Nairobi can be defined as a British style city.

At independence (1963), the population was 250,000. Between 1963 and 1979 Nairobi’s population grew from 266,700 to 800,000. In 1989, the population was 1.5 million people. Today, Nairobi’s population is approximately 2.5 million.

The main factors influencing Nairobi’s population growth are, rural to urban migration and high birth rates. Kenya’s population growth rate is 4.6 per cent, while Nairobi’s population has been growing at a rate of 4-5 per cent per year, one of the highest in the world (Time Magazine, 1993).

Nairobi is conspicuously cosmopolitan. The diversity of people who live in the city include: Black Africans, Asians (used to refer to those whose families came originally from India or Pakistan), Europeans (refers to white people) etc. People of Asian origin number about twice as many as Europeans. Thus Nairobi is a multi-tribal, multi-ethnic, international conglomeration.

Among the more affluent echelons of society, the people of Nairobi mix freely and easily. Kenya has forty five or so different tribes, all of whom contribute a small amount of people to Nairobi’s population, with the neighboring Kikuyu predominant, followed by the Luo, Wakamba, and Abaluhya, amongst the indigenous people.
The Asian group dominates the retail and general commercial and industrial sector.

Additionally, 97 countries of the world send representatives to Nairobi, creating the largest diplomatic corps in black Africa (D. Kwon, Journal Trek 2002).

**BALTIMORE City: Background**

1. BACKGROUND

Baltimore is a much older city than Kenya’s Nairobi with a history spanning over 350 years. According to records at the Mayors office, the legal origin of Baltimore City is not known, but it was in existence by January 12, 1659, when a writ was issued to the county Sheriff. In 1729, the Maryland General assembly authorized the erection of Baltimore town on the north Patapsco and appointed a group of commissioners to govern. In 1792, the legislative act creating Baltimore was passed. The Baltimore town commissioners (seven residents appointed by the Governor), were to negotiate the purchase of 60 acres of land, to survey and lay out lots and decide property disputes within the town limits. In 1797, the General assembly granted a charter that created the office of mayor and the council. The council was divided into two and membership required heavy property qualifications.

During the colonial period, the commissioners, the county court and a group of officials ran the Baltimore town, a part of Baltimore County. The county court was the dominant body in local government. The court ruled through the governors appointments, acts of Maryland legislature, and the English common law (which was little known or understood). The court’s main task was to keep social order. Their dockets listed cases of bastardy, runaway servants and slaves, and violations of property rights. The court also imposed levies and took care of roads and bridges.

The church along with the court dominated local government until the eve of the American Revolution. Yet even with the work of the court, the church and the commissioners, many of the solutions to problems facing the residents of the town were kept in private hands. Education was left to private professional teachers, family tutors, apprentices and a few church schools. Health care was almost completely in the hands of private physicians. The commissioners made one serious attempt around 1750 to handle public nuisance; they put a fence around the town to control pigs rooting for food. But the fence was destroyed by the residents for firewood- the first record of widespread looting in Baltimore. Baltimore’s population was multi-racial consisting of whites (predominant) and blacks (the slaves).

By the 1760s, a rapidly expanding population marked the beginning of Baltimore’s changing from a small town to a small city. Between 1760 and the early 1780s, the population tripled, growing from 3000 to 9000 people. That
increase magnified the young town’s social and political problems and forced its citizens to look at better ways of managing. In response to that need, fire companies and special committees were formed. The Mechanical Company begun in 1763 to provide fire protection actually performed many of the jobs of municipal government, later becoming center of opposition to the King of England.

With the coming of the American Revolution, Baltimore became a leading supply center, spurring great physical and economic growth, but this growth only emphasized the lack of an organized management system for the town and resulted in a series of temporary measures to correct the situation. There was an increasing demand for services. Baltimore needed its own charter and government to straighten out the situation and give a new direction to the growing town. Earlier petitions to the legislature for a charter in 1782, 1784, 1786, 1791, 1794 and 1796 had failed because of people’s fear for increased taxes. Citizens disliked the central government. A charter was finally granted by an act of 1796 marking the beginning of modern government. It created a government which was more centralized than it had previously been, but a small group of people still kept power in their hands, controlling the city.

For the first 20 years of the newly chartered government, there was little really change from what existed in 1770s and 1780s. Getting funds continued to be a problem. For example, more watchmen were needed to deal with the growing crime problem. In response to a problem like this, voluntary organizations and private business stepped in, taking increasing control in government. They created professional societies to govern markets since city inspectors were inefficient. Private business created the Baltimore water Company in 1805 and the Baltimore Gas light company in 1816 to fill the gaps in public administration.

The most serious crisis occurred around the war of 1812 when (similar to the time during the American Revolution), the city’s population doubled, new immigrants arrived and there was an economic upswing. In addition people demanded better social services such as water, sanitation and police protection. They complained most bitterly about the Baltimore water company for serving only the wealthiest areas of the city, keeping the rates high, its water poor and its service even worse. Furthermore, the population had spread over the original boundaries of the city making the question of urban services a touchy political problem between city and county.

In the 1820s, with the rapid rise of the city and business and industrial revolutions, the need for a much larger city government became obvious. The creation of the first free public schools in 1829 in response to a local movement of protest and demand was a prime example of the ending of a private and the beginning of a public society.

Other attempts to provide better police, fire and water services by placing each under the management of a central department were, with the exception of the school system, general failures. Rival fire companies continued to riot and often started street battles with each other while buildings burned to the ground.
Obtaining funds to meet the costs continued to be the biggest problem. The 1970s charter was still in force with so many appendices. The confusion meant that efforts to streamline the government usually failed.

Schools were another problem. The public wanted good education while at the same time it demanded lower taxes; understaffed, crowded and poorly maintained schools resulted.

In 1898, with a new reform government in place, the first major project was to draft and enact a new charter. The charter gave more power to the mayor, ended the old two house council, reorganized school under central government units and limited the power of utility functions.

The 20th Century gave rise to municipal government much larger than in previous years. By the time of the Second World War, the inner city was decaying, ghettos had formed and racial prejudices still governed many municipal policies.

After the Second World War, Baltimore experienced a significant involvement of community in reversing urban decay when the business community realized that without a proper and functioning road system, business was going to be seriously affected. So the community came together and mobilized resources to extensively repair the existing road network and construct new roads. Some of the roads constructed in the early fifties still serve Baltimore effectively up to today. The private sector has therefore always played a significant role in making Baltimore’s services remain in good shape.

The present charter was revised and approved by voters in 1964. It differs from the previous charter mainly because of the reorganization of the city’s financial management procedures. Beginning in the 1960s, two major changes were developed in the municipal government. One has been the massive federal involvement in the cities with programs like the war on poverty, model cities and urban renewal.

The other change has been one on image making with efforts of the municipal government to be involved heavily in projects like homesteading, the inner harbor development and neighborhood associations. Organizations such as the Citizens Planning and Housing Association founded 40 years ago and once usually at odds with local government, now work with the administration at times seeming to be more a part of the government than a citizens group. Growth, upheaval, change and all the problems which go along with them have characterized the city of Baltimore.

From this background, Baltimore can be said to be more or less a partnership city, with the private sector always having an influence over the affairs of the Municipal government.
NAIROBI TODAY

1. Status

Nairobi despite many problems seems to have an inbuilt resilience and has continued to grow rapidly. In 1926, the first Master Plan of Nairobi was conceived although many of its elements were never realized due to economic depression and the Second World War. It was not until 1948 that a master plan for the development of Nairobi was drawn up. When Kenya gained its independence in 1963, Nairobi remained the Capital City of the new republic marking a new period of rapid economic growth which has turned the city into one of Africa’s leading regional centers.

At 1.5 degrees south of the equator, Nairobi is a very sunny city. However its altitude at 6000 feet means that the climate is temperate. Rainfall is theoretically divided between two seasons: the short rains fall in late October, November and early December and the long rains between March to mid-June, although in the last eight years, this pattern has changed. Because it is virtually on the equator, Nairobi has a constant twelve hours of daylight all year round. The sun rises at 6:30 – 7:00 a.m and sets again at 6:30 – 7:00 p.m.

The altitude provides a refreshing light-headedness; cool evenings and mornings which can get distinctly cold during the rainy seasons. The average day time temperature varies only slightly throughout the year, from 85° F (29°C) dry season and 75°F (24°C) during the rest of the year. At night however, temperatures drop to approximately 48° F (9° C) in cold seasons, rarely lower than this. For many years, Nairobi has lived up to a romantic description maintaining its aesthetic appeal, variously described as the City in the Sun and the City of flowers.

In 1972, the late first Kenyan President Mzee Jomo Kenyatta donated land for the construction of the United Nations Environment Program (UNEP) headquarters, further reinforcing Nairobi as a major global diplomatic center. In 1976, the United Nations Center for Human Settlements (Habitat) also established its headquarters in Nairobi. Tourism and Diplomacy thus saw Nairobi develop a formidable service industry that has been its main stay over the succeeding years.

Viewed from a hill, Nairobi looks like a modern European City. There are skyscrapers, luxurious hotels, Exclusive shops, modern hospitals, public transportation among others.

Nairobi which generates 47% of Kenya’s Gross Domestic Product (GDP), is the most important town in the East African Region. Kenya’s Economy depends largely on agriculture which accounts for over one third of the GDP and approximately two thirds of the exports. Agriculture is supplemented by manufacturing, commerce and tourism, which collectively account for an additional one quarter of the GDP (Kenya Ministry of Finance 2000).

The annual 2000 Property Research Report published recently by the international property consultants Knight Frank, showed that in 1999, commercial space in Nairobi grew by 134000 square meters, while in Kampala(Uganda), it grew by less than half of Nairobi (6200 square meters), while in Dar es salaam the capital of Tanzania, it grew by 6300 meters, (East African Nov.2000).

The report says of Kampala and Dar es salaam, that the top end of both markets is high cost, dollar dominated and thus out of reach of broader demand, while Nairobi remains a high volume, low cost market.

Nairobi has the highest property growth rate than her two competitors in the region, ensuring that business charge the lowest rents. Rental Charges in Nairobi are as low as $4.40 per square meter per month, while in Kampala, this stands at between $16 and $18 per square meter per month. The rental charges in Dar es Salaam are $23 to $27 per square meter per month, about six times as high as that in Nairobi.
It is evident from the figures cited above that the cost of doing business is lowest in Nairobi, and therefore it is the preferred investment and business destination in the region, as it accords investors the highest returns on their investments.

The costs of construction in Kampala are the highest in the region, with office blocks costing $640 per square meter to construct, compared with $520 in Dar and only $400 in Nairobi. Of the 134,000 square meters of buildings added to Nairobi in 1999, the Central Business District (CBD) took 54%; Westlands took 26% and upper Hill 19%. By the end of 2000 an additional 51,000 square meters was expected to be built.

Nairobi is the primary airport entry gate into the region, and one of the most favored tourist destinations in Africa.

Nairobi offers the most superior business and industrial infrastructure in the region. The export processing zone offers ready factory buildings for sale or rent, serviced land for construction of buildings, water, sewerage and electricity supply, access roads, landscaping, garbage disposal, street cleaning, illuminator perimeter fencing and customs offices.

Investors in the Export Processing Zones (EPZ) enjoy numerous tax benefits which include a 10 year corporation tax holiday and 25% tax thereafter; a 10 year with-holding tax holiday, stamp duty exemption, duty and Value added tax exemption on company including machinery.

Nairobi is endowed with a large local and regional market, particularly with the revival of the East African Community and the launching of the Common Market for Eastern and Southern Africa (COMESA) Free Trade Area, to open a regional market for 400 million people. The launch has reduced tariff and non tariff barriers to trade, empowered cross border traders, created an enabling environment for local and foreign direct investment. It will, among other things, generate wealth through trade, reduce unemployment, and help lighten the external debt burden, stimulate an industrial renaissance, and equip the member states to meet the challenges of globalization.

This City is the largest Diplomatic Center on the continent outside Pretoria. Nairobi is the only third world country to host UN headquarters with United Nations Center for Human Settlement (UNCHS) and United Nations Environment Program (UNEP) headquarters situated in the City. Numerous other Intergovernmental, quasi-governmental and Non-governmental organizations, as well as multinationals, have chosen Nairobi as their preferred place of Headquarters for the Sub-region, region or even continent.

Many Diplomatic Missions in Nairobi operate as regional service centers to back up their countries’ diplomatic presence in other countries within the region. That is why the United States has in Nairobi, in terms of Staffing level, the largest diplomatic mission in sub-Saharan Africa. The United Kingdom, Italy, Germany, and others, have their Nairobi missions covering other countries in the region such as Burundi, Somalia, and Sudan among others.
Nairobi remains the place of refuge for refugees who flee from civil strife in neighboring countries. Nairobi is the relief distribution capital in the region. Thus all major recent humanitarian exercises such as Operation Restore Hope in Somalia, the Air Bridge to Rwanda and Burundi, the Operation lifeline Sudan, Herman Cohen’s soft landing in Addis Ababa, United Nations assistance mission to Rwanda, have been launched from Nairobi. Lifeline Sudan indeed continues to run its programs from here.

Jomo Kenyatta International Airport (JKIA) 15 km from the city centre, is one of the major international airports in Africa, handling an average of 75 flights a day from more than 27 world’s airlines. With more than 7200 passengers per day and total tonnage of 750 metric tones of cargo per day, JKIA is simply the most important airport in the region. Smaller airports such as Wilson Airport handle tourism flights to all Game lodges and Resorts.

Nairobi is the headquarters of the sustainable cities program (SCP), which is a joint UNCHS/UNEP program. The SCP works towards the development of a sustainable urban environment, building capacities in urban environmental planning and management, and promoting a broad based participatory process. Today, ten years after being established in Nairobi, the SCP is active in China, Chilc, Egypt, Ghana, India, Malawi, Nigeria, the Philippines, Poland, Russia, Senegal, Tanzania, Tunisia, Zambia, Zanziber, Indonesia, Jordan, Maputo, among others.

Hence by the nature of its operations, Nairobi is so much a partnership city.

### BALTIMORE TODAY

#### 1. Status

The City of Baltimore is centrally located in the state of Maryland on the Eastern Seaboard, 35 miles north of Washington D.C.

It is an eclectic mix of upscale, general and working class neighborhoods, coupled with a diverse mix of national and regional headquarters. A strong financial sector, manufacturing and maritime industries and world renowned medical and research institutions, have made Baltimore one of the most important cities in the United States of America.

Accessibility is a major factor to the city. There is the (1-95), main North/South interstate running through the city, offering access to the nation’s ultra modern road transport network. Coupled with the port of Baltimore and the Baltimore Washington International Airport, this accessibility ensures that overnight delivery can reach two thirds of the nation’s population. Washington D.C can be reached via car or commuter rail (30 minutes).
From this study’s visual surveys, the city has excellent road network criss-crossing an otherwise poorly planned city. The downtown has a feeling of structural suffocation and it is only on the fringes of downtown that one experiences some sense of real per capita open space. Although this study did not take specific measurements due to time limitations, the per capita open space of Baltimore inner city generally ranges between 20-25 square meters per person, which is much better than that of New York, which had 14.6 square meters per person in 1993 (World bank Report, 1993).

The City has a mixed race population with almost 60 per cent blacks and 40 per cent whites and 80 per cent whites and 20 per cent blacks in some suburbs.

According to a view advanced by Mr. Roy Higgs, the Chief Executive Officer of Design Group, a prominent Urban Design company, many people confuse Baltimore County with Baltimore City. But the two are completely different in terms of social, economic and physical characteristics, and analyzing the two together can give conflicting results.

The City concentrates almost 700,000 people, most of them black, many of them poor, in a space of 81 square miles. The 750,000 residents of the county are largely white, generally affluent and spread over 600 square miles.

The population of blacks in Baltimore goes back a long way but the study was unable to establish why there are so many blacks in Baltimore city in comparison to the other U.S cities.

From literature available, the first black person to be elected to the council was Harry Scythe Cummings in 1890 (Source: Baltimore City Council Archives). He became the first black elected official in the state of Maryland.

Baltimore is one of the few cities with the largest history of blacks holding high office in the United States. After the civil war, Maryland did not deny blacks the vote as many states did. This was attributable to the population distribution of blacks in the city.

2. Doing Business in Baltimore

From discussions and observations made, Baltimore is a vibrant city with an enormous amount of resources and business opportunities. The Metropolitan Area comprising Washington-Baltimore has for a long time been fifth in rankings of per capita income in the U.S ranging from $28,000 to $30,000 over the years. The highest zone is that comprising of New York North-New Jersey-Long Island with the range of $29,970 to $33,303 (The Public Purpose: The labor market reporter 1997).

This places Baltimore among the strongest regions and cities in terms of purchasing power. Greater Baltimore ranks seventh among the 20 metros and well above the U.S average for effective buying income-EBI (One Region One future, 1999.). The region’s EBI of $41,295 for 1999 represents an almost
$3000 over that of 1997. Washington is the wealthiest of the 20 Metropolitan areas with an EBI of $51,357.

Greater Baltimore maintained its tenth position among the 20 metros for per capita income (PCI) in 1997. The region’s PCI of $27,770 ranked well above the U.S average of $25,288. Washington and Seattle have the highest PCI at over 33,000 each.

Greater Baltimore realized the greatest net jump in PCI rankings moving from nineteenth to eleventh place among the 20 metros for PCI growth. In a new ranking category, Greater Baltimore ranks eleventh among the 20 metros with total retail sales of $23.8 billion in 1999.

However, this figure does not suggest outright success for Baltimore. In fact the above figure is low considering the region’s ranking among those studied in the report (One Region; One Future) as the 9th largest; in terms of population, the seventh biggest.

The Metropolitan area is well beyond the focus of this paper. Baltimore city though with the highest levels of poverty can draw from the great potential lying in this greater 2,609.3 square miles of the metropolitan area. Baltimore city is barely 85 square miles.

Baltimore City has numerous programs aimed at renewal after a long history of a declining population from a high of more than 900,000 people to 651,154 in 2000. The city lost 50,000 persons in just five years of the 1990s. The cause of this decline has been a point of investigation for many scholars.

Before embarking on a discussion of Baltimore’s urban renewal programs, it is important to review some of the problems experienced by the two cities. An in-depth analysis of the problems may not be possible in the scope of this paper due to time constraints.

SECTION THREE

URBAN DECAY, PARTNERSHIP AND COMMUNITY INVOLVEMENT

1. Urban Decay

The term Urban, defines those places located within towns or cities. Urban areas are associated with modernity, a higher quality of life, innovation, employment and change. When the quality of life deteriorates and is replaced by poverty, grime, unemployment, crime and a static nature of things in the urban environment, the resultant effect is decay of the very values that urban areas are supposed to espouse.
In an attempt to assess theories of urban decline, Professor Sandra J. Newman in a report prepared by the Introduction to Policy analysis students, 1998 Occasional Paper No. 21, identifies four leading theories of urban decline in Baltimore: decentralization; the migration of middle and upper income households and business from cities to suburbs; concentration of poverty; the disproportionately large number of poor households in the inner cities; structural shifts in the economy, shifting from a manufacturing economy to one that is technology based; racial discrimination and segregation.

In the developing world, decay will be defined by unemployment, Crime HIV/AIDS, decaying infrastructure, the collapse of social services system, drug abuse and poverty.

Urban decay in general defines a loss of quality of life, physical environment and status of an urban setting.

2. Partnership and Community Involvement

Partnership is an extremely wide concept. For this paper, partnership will be defined as the co-operation established between the Local Authorities, Government, and the Private Sector in defining, identifying, planning and implementing development projects in the key areas of the urban natural environment, infrastructural improvement, creating investor confidence, and having a secure environment.

The need for Partnership and Community involvement has been necessitated by a variety of factors, common among them being the inability of local authorities and central government to provide adequate services; the failure of the economies to create jobs and a rapid change in demographic characteristics of the urban areas. The resultant effect is loss of the total urban experience, defined in failing infrastructure, breakdown in social values and economic decline.

Out of this bad situation has evolved the new trend of private sector involvement and community participation. This is because a loss in the fortunes of these cities affects the two sectors more directly than the public sector. It is only through this involvement that the two sectors can be guaranteed their rightful places in the urban setting. i.e employment, market for their commodities and a voice. They would in the process sensitize the public sector to their needs.

Partnerships bring change and at the same time demand accountability from each partner to be worth of the other partner's trust and reputation (Sagawa and Segal, 2000). Sagawa and Segal, who both served in President Clinton's administration, argue that even in the times of strong economic growth, the United States has struggled with challenges that neither individuals, government, business, nor volunteerism can tackle alone. The solutions to such challenges lie not in big government nor the free market, nor voluntary sector alone. If there has to be progress, ways must be found to foster greater responsibility and cooperation among all sectors of society.
Arguably, many cities are better places today because business are joining efforts with non-profits at the local level, to improve public schools, build playgrounds, bring libraries into the information age, provide better roads, assist in fighting crime and create jobs.

The promise of partnerships is multi-faceted;

- They can address human and community needs with a powerful impact.
- They can find new ways to solve complex social problems that require resources from more than one organization and more than one sector.
- They can enhance civil culture and civil society
- They can build a spirit of participation and collaboration across diverse groups and sectors in the community.
- They can trigger creativity by finding powerful new ways to engage people- from the fun of building a playground with a KABOOM to the enthusiasm of City’s Year red-jacketed youth corps doing calisthenics in downtowns across America (Ibid.)
- They can help make business more humane and human service organizations more business-like (Ibid).

Many common pitfalls of social sector partnerships, such as turf battles and competition for resources do not apply in a cross sector context. Similarly, some of the typical challenges of business alliances, such as the threat of acquisition and concerns about sharing proprietary information with a potential competitor, should not arise.

Many instances have arisen where city authorities attempt to institute programs for city renewal in total disregard of the existence of the private sector or the community. It often happens that such programs fail. One reason for such failure is that the programs do not connect with the realities of certain needs of the communities. Partnerships ensure harmony in program identification and implementation as everyone participates.

As mentioned earlier in this paper, urban areas are very important to the regions in which they are located. They are the engines of development; they thus must have a vision. To achieve that vision requires sustained partnerships. Partnerships and involvement of all will ensure healthy and vigorous urban areas, that apart from boosting their regions, can also compete successfully in the global economy of the 21st. century (Ibid). The alternative would be decay throughout the regions and the spread of social and economic problems.
3. Partnerships in U.S

In Baltimore as in many other cities of the United States of America, Urban Decay is fought on almost all fronts. But the three most distinct fronts are those comprising of Downtown Partnerships, Business Improvement Districts and the Community Development Corporations (CDCs).

Downtown partnerships refer to the cooperation of Business organizations and the Community, centered around the Central Business areas and are committed to reviving Downtowns by attracting investment and residential use of Downtown premises. They are supported by City Governments, which in most cases have appreciated their input to making the core regions of the city vibrant.

On the other hand, the CDCs are non profit businesses, devoted to revitalizing housing and providing business opportunities in their neighborhoods, all owned and operated by residents of those impoverished neighborhoods (Urban Institute, 2002).

According to the Urban Institute, the work of CDCs is an impressive rags to riches story in many places. In some cities, the CDCs account for 80 percent or more of all affordable housing and community revitalization that is going on.

The CDCs command a lot of assets. They often own property. They own and manage rental units. They participate actively in a lot of the land-use decisions that get made in neighborhoods, giving them a lot of clout in City Hall and a power which is not marched by other Community based organizations (Urban Institute, 2002).

In the U.S in general, a lot of progress has been made in the operations of the CDCs. Over the period of the 90s, there was a spectacular increase in the amount of money channeled through the CDCs and by 2000 CDCs had become a billion dollar industry (Ibid).

4. Partnerships in Kenya

Kenya's policies on the other hand have frustrated efforts to stem urban decay. The country has for a long time lacked a participatory culture in decision making (Kenya Institute for Economic Affairs 2001). There has never been, until recently, a strong tradition of citizen participation in local governance. The Local Government Act makes no reference to citizen participation, and the style of local government is very traditional, with elected councilors deciding everything behind closed doors. Sadly, some councilors perceive citizen participation as a threat to their autonomy and position.

Local authorities have been seriously undermined in Kenya. The office of city councilor, who is the people’s representative, has been reduced to mediocrity by lack of power and resources. There are 186 clauses in the local government act that give power to the Minister over the local authority (ALGAK 2002). The
Minister can abolish Councils at his own discretion. The Minister and provincial administration (an extension of the Executive) yield enormous power over the peoples representatives in the local government.

In many ways, urban decay is perpetuated by this structure, which has given rise to corruption in the councils as councilors are demoralized and mainly concentrate on self enrichment rather than serving the public during their tenures. Partnership between the council and the public has been non-existent due to mistrust caused by this Local Government Act. Where partnerships have been established, even on a limited scale, the service delivery situation has tremendously improved. Partnerships here are viewed as a way to dream separately, discuss separately, agree separately, and try to work together in a pact involving Government, the Local Authority, the Private sector and the public. It is in many cases just a loose pact. It is difficult this way, and a lot of work still needs to be done to reach a level of true partnering.

Because everything has been left to the Government for a long time, important national resources have completely collapsed, hence impeding economic growth e.g. collapse of the Kenya road network. This is a national embarrassment and a major impediment to economic growth (Economic Institute 2001). Only one third of paved roads are in good condition. Nairobi gets most affected in this kind of situation as it is the Capital City.

In the last few years, the mood in Kenya towards reviving the urban areas has been changing due to a number of reasons;

- the growth of civil society and community organizations
- NGOs helping communities to organize and establish CBOs
- Donors such as the Department for International Development (DFID), the Ford Foundation, and the German Development Cooperation (GTZ) emphasizing and supporting participation for years.

SECTION FOUR

THE DECAY IN NAIROBI AND BALTIMORE

Introduction

An ideal urban situation is where there is adequate security, employment, equitable income, adequate housing, a maintained physical environment, ample business opportunities, good infrastructure and schools. According to the Urban Land Settlement Journal 2002 issue by the Urban Land Institute (ULI), the late twentieth Century saw the U.S experience something of a comeback. Boosting their vitality and livability were aging baby boomers emptying their suburban nests and moving downtown, dot.commers seeking coffee bars where they could plug in their laptops and sip lattes, and twenty somethings
searching for urban culture and vibrancy. **Baltimore** downtown gained 5.1% population in this period.

The ULI report goes on to argue that with the tragedy of September 11, 2001, this downtown and city optimism was replaced with new questions about the future of the cities—whether people would be reluctant to live and work in urban centers, whether cities would be able to meet high levels of security, and whether or when there would be additional terrorist attacks.

According to an assessment paper on revitalizing **Baltimore** titled, “An assessment of the Five Touted Urban Revitalization Strategies” Occasional paper No. 21 by the Master of Arts in Policy studies students, under Professor Sandra J. Newman in 1998, **Baltimore’s** urban distress had manifested itself in physical and social ways. Physically, many of the town’s neighborhoods were dilapidated, vacant or had abandoned houses. The service level was poor, manifested in potholes, overgrown or crumbling sidewalks, limited green space, abandoned buildings, noxious odors, trash piles and chemical solutions.

Socially, there was segregation by race, and according to a census tract data; a good proportion of **Baltimore** population was living in poverty. The unemployment rate was higher than the regional rate of 5.4%. Education facilities were increasingly old and unable to carry out their function. Of the 181 buildings used by the city public schools for educational purposes, 36% were rated to be in poor physical conditions, and only 22% received a good physical rating.

Given that **Baltimore** city authorities were failing to provide for services, there was increasing necessity to keep encouraging Partnerships and Community involvement in Baltimore’s revitalization. The budget deficit stood at $68.5 million in 2001.

As Baltimore’s decay is defined in terms of the population fleeing the city, **Nairobi’s** decay is defined by the effects of an overwhelming population pressure. The city authorities are unable to meet the demand for services, infrastructure development and security. Most of the infrastructure that exists in Nairobi today was planned in 1973 for a population of 750,000 people.

In 1969, **Nairobi’s** Population was only 500,000. Ten years later (1979), it grew to 850,000 people. In 1989, the figure stood at 1.5 million people. Today the population of the city stands at 2.5 million (Kenya population census 1999).

This astronomical growth in Nairobi’s population has not been matched by infrastructural development, increase in capacity to deliver services, the growth in the national and city economies to create employment, and finance development projects. For instance, in the year 2000, Kenya’s economy experienced a negative growth of 0.2 per cent and only recorded a modest growth of 1.2 per cent in 2001. In the same period, Nairobi’s population grew by between 6-8 per cent. Between 1994 and 1997, the city’s poverty grew by 92 per cent (Institute of Economic Affairs, 2002). This came with compounded social problems.
All sectors of the Economy except the building and construction recorded modest growth (Kenya Economic Survey 2002). Several factors including favorable weather conditions, increased demand for information and communication services, favorable tax reforms and expanded market outlets particularly through COMESA, the European Union and the East African Community, explain this recorded improvement. Full economic recovery was however, hampered by several factors during the year 2001, including, domestic savings, poor infrastructure, low credit expansion, and low prices for the main export commodities, especially tea and coffee. The continued withholding of donor funding adversely affected the implementation of planned activities and investor confidence.

All these factors have a huge impact on the standing of Nairobi as the national capital. It is that minimal positive growth that gives Nairobi hope of revival. But no hope was given to Nairobi as the population and poverty growth levels far outstrip this minimal economic growth.

A COMPARISON OF DECAY IN NAIROBI AND BALTIMORE

a.) Lack of Housing

Nairobi is located in the global region commonly associated with poverty and to where decent housing remains a luxury. According to UN-Habitat, over 1 billion people around the world are either homeless or live in poor housing conditions characterized by overcrowding and lack of adequate accompanying infrastructure services. This has a negative impact on their health, productivity, security etc. These are characteristics that identify with Nairobi. In Nairobi the urban poor make up 55% of the total population and occupy 5% of the total land area.

In Baltimore it is estimated that about 23.7% of the residents can be said to be poor (U.S Census Bureau 2000). In both cases there is a varying degree of housing needs. But Nairobi’s case is critical as the mentioned 55% poor live in shanty dwellings

![Kibera Slums Nairobi](image-url)
### Nairobi
- Population growth: rural-urban migration and high population growth rates
- Poor economic growth recorded in the last 15-20 years
- Poor Governance and conflicts in governing statutes
- Global recession and terrorist attacks
- Lack of a Master Plan
- Lack of a charter
- Massive retrenchment of public and private sector employees
- Lack of finances. The deficit for Nairobi City Council now stands at $240 million

### Baltimore
- Urban to suburban migration of effluent people and investors
- Structural shifts in the Economy.
- Racial Discrimination and Segregation
- Global recession and terrorist attacks
- Lack of finances. The deficit for Baltimore Council stood at $68.5 million in 2002

### Accompanying Problems of Urban Decay

#### Nairobi
- Lack of housing especially for the middle income to lower income groups.
- High rates of Crime.
- Investor flight and apathy.
- Widespread poverty.
- Unemployment.
- Lack of infrastructure maintenance and expansion.

#### Baltimore
- Blight.
- High rates of crime.
- Poverty among the black community.
b.) Crime

Crime is cited as a serious problem in both cities. According to the UN-Habitat Safer Cities Program Report for 2001: Urban Violence generates a fear of crime. Crime and the fear of crime are serious threats to the stability and social climate of cities, to sustainable and economic development, the quality of life and human rights. Urban Violence erodes the social capital of the populace. Insecurity affects people intensely, breaks down socio-cultural bonds and prevents social mobility, thus contributing to the Development of urban ghettos and stigmatized neighborhoods (UN 2001).

In Nairobi about 10% of the people told researchers that they now carry a weapon to protect themselves from attack. The Institute for Security Studies in Kenya believes the figure is much higher. People say the reason they are arming themselves, is because police are not providing the protection they need. To add on this, the police: population ratio in Nairobi is about 1:1000. Crime has become a major concern to investors in the region.

Violent crime has also continued to be a thorny problem for Baltimore city. For many years, Baltimore has been considered as one of the most unsafe cities in the United States. In 1998 - the latest year for which national statistics are available - among the 30 most populous cities, Baltimore ranked as the second most violent city in America. When ranked by individual UCR crime, Baltimore:

- 2nd. in homicide
- 8th. in rape
- 1st. in robbery
- 3rd. in aggravated assault

Among the 207 cities with a population of 100,000 or more, Baltimore’s violent crime rates ranked as the 8th. most violent. When Baltimore’s crime rates are compared among the 30 most populous cities, Baltimore had the fifth highest property crime rate.

- 4th. in burglary
- 4th. in larceny
- 15th. in auto theft

Baltimore has remained extremely consistent in maintaining high rates of over 300 murders from 1988-1998.

For Nairobi, a United Nations sponsored study in Nairobi in 2001 found that about half of Nairobi’s 2 million residents feel unsafe in their homes during the day because of insecurity. Also 75% feel insecure during the night because of crime, with robbery, burglary, theft and assault leading in that order. About 37% of the respondents said they had been victims of robbery and 22% had been victims of theft at least once during the past year. But the report says less than half of the crime victims ever report to the police. The homes of 29% of the respondents had been burgled. The study concluded that one in three
households was likely to be burgled in the next twelve months. On the commercial crimes, the survey says 30 per cent of all respondents in commercial enterprises revealed that they had been victims of burglary during the year preceding the survey (UN-Habitat).

c.) Blight

Blight is not such a serious problem in Nairobi as is the complete lack of housing amongst residential use. However although estimates of blight in commercial properties are not available for Downtown Nairobi, it could range somewhere between 30-40% of vacant office space.

d.) Infrastructure

Urban development hinges on the state of infrastructure. What infrastructure does to the city can be compared to what veins do to the human body system. Facilitating the flow of human blood, oxygen etc. Baltimore’s infrastructure is in a much better state than that of Nairobi. The roads are fairly good, educational facilities fairly well maintained.

In Nairobi, the scenario is somewhat different. Most of the infrastructure is in a state of dis-repair. Poor roads are costly in terms of time and damage to vehicles resulting in enormous overhead costs to businesses. The road network in Nairobi needs about 81 million dollars to be rehabilitated to reasonable standards.

e.) Poverty

This is the single biggest hurdle facing urban renewal in Nairobi. The success of Nairobi’s revitalization depends on how low poverty can be reduced. The overall poverty incidence in the city is 55 per cent. Over 56 per cent of the residents live in absolute poverty. Poverty being such a big menace is also being tackled through partnerships established at the national level with the inclusion of the World Bank and the International Monetary Fund (IMF).

Poverty in Nairobi has many faces, including the rising number of street families, absence of physical well being among many slum dwellers, lack of access to services and productive assets among others.

In Baltimore, 24% is on record as being the current poverty incidence level. It is important to ensure that this level does not slide further.

Besides the National strategies in both cities aimed at keeping poverty at manageable levels, it is important that the community partner with the public institutions. Poverty is the main cause of many other social problems that the cities are struggling to contain. Statistics alone cannot convey the dehumanizing nature of poverty. A vibrant city full of opportunity will definitely also fight poverty. The next section thus explores the various community partnerships in both Nairobi and Baltimore.
URBAN REVITALIZATION: PROGRAMS AND PARTNERSHIPS

1. BALTIMORE CITY

Although the concept of partnership for urban renewal has advanced in Baltimore more than Nairobi, it still lags behind other cities of the United States (IDA President). Hence there is need to advocate for continued partnership and community involvement in reversing the decay of Baltimore. Numerous organizations have been set up to address improvement in certain areas including:

- Capital Improvements e.g. roads, estates, housing
- Consumer Marketing
- Economic Development
- Street and landscape maintenance
- Parking and Transportation
- Policy Advocacy
- Fighting Crime
- Sprawl

Partnership organizations aiming at neighborhood and city improvement are everywhere in Baltimore. By 1998 there were three types of organizations that serve Baltimore neighborhoods; these are Citywide, Umbrella and neighborhood (MAPS 1998). Then there were approximately 3 citywide organizations, 42 umbrella organizations and 818 neighborhood organizations (MAPS, 1998).

According to the President of Baltimore City Council Ms. Sheila Dickson, these organizations have somewhat relieved the burden of the city department of being expected to be everywhere all the time. She acknowledges that, it is not always easy to know the exact needs of all localities in the city. And even if it were that the city council knew all the needs, it will not be possible to meet all of them in the time frame that satisfies every one. She appreciates the existence of these partnerships and the involvement of the community, especially in the area of education. The Council has in turn reciprocated by offering as much support as possible to this new initiative. She adds that long gone are the days when councils were the ones pulling the community along in development. The trend is turning the other way round where the community now seems to pull the council along in development. She says, community driven programs have been so impressive that the council is seriously prodding the privatization option.
<table>
<thead>
<tr>
<th>Organization</th>
<th>Programs</th>
<th>Partnership</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baltimore Development Corporation</td>
<td>Housing, Economic development, jobs training and Social services.</td>
<td>Baltimore City Council, Local Residents, Business sector.</td>
</tr>
<tr>
<td>Green spring Trails Neighborhood Association</td>
<td>Neighborhood Planning and Environmental protection.</td>
<td>Residents, Baltimore City council</td>
</tr>
<tr>
<td>Hampden Village main street</td>
<td>To ensure commercial prosperity of Hampden Commercial District and its Architecture.</td>
<td>Volunteers, Business People, Baltimore City Council</td>
</tr>
<tr>
<td>North East community organization</td>
<td>Community Improvement.</td>
<td>Residents and Business.</td>
</tr>
<tr>
<td>Mayfield Improvement Association.</td>
<td>Welfare of Residents, property and physical improvements</td>
<td>Residents, police, business, Baltimore City Council</td>
</tr>
<tr>
<td>The Neighborhoods of greater Laura Ville</td>
<td>Community Improvement, marketing</td>
<td>Residents.</td>
</tr>
<tr>
<td>Druid Heights Community Development Corporation Inc.</td>
<td>Community Self empowerment, employment, economic development, housing</td>
<td>Residents and Business</td>
</tr>
<tr>
<td>Greater Baltimore Committee Inc.</td>
<td>Strengthen the Business climate by mobilizing regional, corporate and civic resources.</td>
<td>Business, Baltimore City Dept. and federal Government.</td>
</tr>
<tr>
<td>Greater Baltimore Alliance</td>
<td>To build a competitive and successful economy for residents and employers</td>
<td>Community, Employers and Baltimore City department</td>
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<td>Community, Employers and Baltimore City department</td>
</tr>
<tr>
<td>Eastern Baltimore Area Chamber of Commerce</td>
<td>Promote the socio-economic environment of southeastern Baltimore and its environs</td>
<td>Community, government agencies and other interest groups.</td>
</tr>
</tbody>
</table>
Model 1: Downtown Partnership of Baltimore Inc. (DPOB)

Downtown Partnership of Baltimore Inc. is a dynamic, nonprofit corporation dedicated to making Downtown a great place to invest, work, live and play. The President Ms. Michelle L. Whalley says that, the organization works in partnership with Business and Government to identify needs, develop strategies, shape public policy and implement programs to strengthen economic vitality of Downtown and its role within the region. It emanates from the realization that if downtown is made vibrant, neighboring areas may experience spillover effects. The stronger the downtown gets, the more likely it is that the surrounding central-city neighborhoods will strengthen.

Downtown is defined by DPOB as the area comprising the City’s Central Business District and its environs with maximum rent for commercial office space.

The organization was founded in 1983 by Baltimore’s Mayor Schaefer and top business leaders. It began as the Charles Street Management Corporation (CSMC), with particular focus on retail recruitment and marketing, leasing and technical assistance, to small business along Downtown’s main Charles street corridor. A 50-50 partnership between government and business, CSMC, a 501c (6) government authority, started with a $250,000 budget and though small, gained reputation earlier on for achieving results.

In early 90’s, Schaefer’s successor, Mayor Schmoke, requested CSMC to expand to become Downtown-wide and the organization was renamed Downtown Partnership of Baltimore, Inc. (DPOB). The small business development focus increasingly became one of advocacy with a staff that grew from 3 to 15. In 1992, DPOB successfully built consensus among Downtown’s business community for the creation of a Downtown management District (or BID), and in 1993 the Downtown management Authority hired DPOB to manage those services. With the addition of primarily clean and safe services, the partnership grew to more than 100 employees and had a combined DPOB/DMD annual budget of more than $4 million. Funding sources included membership dues, city, state, corporation and foundation grants, and Downtown Management District surcharge payments by property owners. The funding ratio changed to 20% funded through DPOB as membership organization and 80% through the Downtown Management District surcharge.

a.) Operational Boundaries:

Activities fall within boundaries that include, a 200-block Downtown area bounded by the Key Highway, the Jones Falls Expressway, Martin Luther King Junior Boulevard and Mt. Royal Avenue. The area includes Downtown’s Charles Street corridor and Central Business District, the Inner Harbor, West Side, including University Center and Market Center, Market Place, Mt. Vernon, Charles Center and Antique Row. According to the President, membership must not fall within these boundaries, and benefits of Downtown are felt by those who do not even use downtown on a daily basis. Visitors to downtown will be assured of a downtown that is clean, safe and vibrant.
b.) PROGRAMS

- **PUBLIC SAFETY - SECURITY**
  - Public Safety Guides
  - Safety Guide Escort Service
  - Public Safety Coalition
  - Panhandling Intervention
  - Brighten Baltimore
  - Video Patrol
  - Safety Training

- **BUSINESS AND ECONOMIC DEVELOPMENT - INVESTOR CONFIDENCE**
  - Business and Retention growth
  - Business Marketing
  - Small/ Minority Business Assistance
  - Downtown housing Initiative
  - Parking
  - State of downtown Report/ Benchmarking

- **STREETSCAPE - ENVIRONMENT**
  - Streetscape Improvement Master Plan

- **MAINTENANCE - ENVIRONMENT**
  - Clean and Sweep ambassadors
  - Maintenance Training Program
  - Community Service Workers

- **DOWNTOWN CONSUMER MARKETING**

- **DOWNTOWN PLANNING**

- **ADVOCACY AND PUBLIC POLICY**

- **MEMBERSHIP DEVELOPMENT SERVICES.**

**IMPACT OF PROGRAMS**

a.) Clean and Safe Programs

In the 10 years they have been in operation, Downtown's public safety guides aided over 232,000 people annually, and assisted the police over 180 times. The guides also assisted downtown merchants over 60,000 times annually by addressing safety concerns, putting business owners in touch with service providers and answering questions.
Meanwhile, the partnership Clean Sweep Guides swept up to 990,432 pounds of trash from Downtown streets, removed graffiti and fliers from 2,300 locations and removed 638,000 pounds of litter and debris from five of Downtown’s open spaces during 2001.

Video patrol has helped bring down crime e.g. on Howard street.

There is now a coalition of 3000, comprising business, employees, and visitors by hosting safety training seminars, performing security surveys and distributing safety materials at seminars and conventions. Since 1998, the coalition’s efforts have helped reach more than 30,000 individuals and businesses.

b.) **Economic and Business Development**

Downtown Baltimore has remained stable in attracting business even in hard economic times due to efforts by the partnership to make it attractive and encourage investment. For instance the value of projects completed and under construction leapt to nearly $1.26 billion in 2001, compared to $861 million in 2000. This is despite tough times for the U.S economy. Several major tenants, including Citifinancial, Ernst and Young, and crown Central Petroleum, have been retained. The percentage of property owners and tenants who have favorable impressions of downtown Baltimore jumped to 77 per cent in 2001 compared to 67% in 1998. DPOB continues to track Downtown’s economic performance, publicize good news, articulate pressing concerns through public relations etc.

c.) **Downtown Beautification**

The partnership has continued to improve the aesthetic appeal of Downtown Baltimore through new sidewalks, pedestrian and street lighting, trees, flowerpots, newspaper box corrals, and benches and resurfaced streets. In addition to improving the look of Downtown’s pedestrian environment, the Partnership took steps to enhance its navigability through the creation of an attractive, user friendly, pedestrian way finding system throughout Downtown and Mount Vernon and installation of signage. Open spaces have been made user friendly too.

d.) **Downtown Housing Initiative**

The downtown is working on programs to improve and make downtown as livable as possible.

e.) **Downtown Marketing**

The number of exhibitions and street fairs has tremendously increased to promote Downtown as the region’s playground. For the second year running, the Partnership’s Downtown for the holidays campaign, integrated seasonal family events, neighborhood activities, and merchant promotions in Downtown Baltimore under the same marketing umbrella, have been held. Highlights of
the 2001 included, distribution of nearly 225,000 copies of a 20-page Downtown for holidays guide, TV, radio, and online promotions; and a spirited community lighting holiday competition. The campaign generated over $400,000 in marketing and advertising from the holidays. Also in 2001, Downtown Partnership spearheaded the development of a new identity campaign from downtown Baltimore. The new identity will brand Downtown Baltimore with a new logo and signature colors for use in a host of different Downtown applications.

f.) Panhandling and Quality of life Issues.

Panhandling has been a thorny problem for Baltimore for a long time. At the behest of the partnership, Baltimore City Council has committed to introduce legislation that will preserve the right of people to request help while helping Downtown visitors, residents and employees feel safe after dark. Based on laws in other cities, the bill would ban panhandling between dusk and dawn. However it would still be permissible to continue to ask for help by holding up a sign or placard away from traffic. The Partnership has also teamed up with the Greater Baltimore Committee (GBC) and the Baltimore area Convention and visitors Association to campaign against giving out money on the streets.

g.) Membership

The membership of the organization has continued to grow adding 60 new members in 2001, the most successful membership drive in the partnership's history. The Partnership continued its role as the advocate for the Downtown business community. Responding to member's concerns, Downtown Partnership mobilized opposition to a proposal to hike the city's parking tax and was able to influence the bill in a positive manner.

2. NAIROBI CITY

Nairobi faces many challenges. It has suffered a series of bad governance in that it has been run at different times almost with predictable frequency by alternating city councils and city commissions. The governance has been far from being sustainable, transparent and accountable. The resultant problems have been many, including, lack of effective delivery of many of the services and then Corruption.

The rate of population growth has on the other hand brought with it many problems including, unemployment, poverty, crime among others. The city also now faces new problems such as the HIV/AIDS pandemic and the ever rising problem of street children. Most of the partnerships formed are as a result of these problems. In the order of priorities for partnerships the programs fall in the following categories;

- COMBATING CRIME
- ADVOCACY
- CLEANLINESS
- STREET FAMILIES
- HIV/AIDS
- GOVERNANCE/FIGHTING CORRUPTION
- TRAFFIC MANAGEMENT

The last few years have seen the mushrooming of many organizations with programs to address the above areas. Some of the well known partnerships in Nairobi are shown in the list below;

**Partnerships in Nairobi**

<table>
<thead>
<tr>
<th>Organization</th>
<th>Program Areas</th>
<th>Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nairobi Central Business District Association</td>
<td>Security, Environment, Governance, Streetscape, Creating Partnerships</td>
<td>Kenya Police, Business Organizations, Nairobi City Council, Media Development Association</td>
</tr>
<tr>
<td>Kenya Private Sector Foundation</td>
<td>Business Development, Security</td>
<td>Professional Organizations, Business, NCBDA</td>
</tr>
<tr>
<td>Kenya Association of Hotel Keepers and Caterers.</td>
<td>Business Development, Cleanliness, Infrastructural Development</td>
<td>Hotels, Restaurants, Bars, NCBDA</td>
</tr>
<tr>
<td>Chemchemi Ya Ukweli</td>
<td>Campaign against non-violence, Crime, Governance and Civic Education</td>
<td>NCBDA, neighborhood watch groups, village groups</td>
</tr>
<tr>
<td>Kirinyaga Road Association</td>
<td>Security, Infrastructural Development</td>
<td>Police, Business, Residents.</td>
</tr>
</tbody>
</table>
Model 2: Nairobi Central Business District Association

The Nairobi Central Business District Association (NCBDA) incepted in 1997, is registered as a society under the Societies Act (Cap 108) and is a non-political, non-racial and non-denominational association. Membership is by invitation and comprises of leading companies and professional bodies within the Nairobi Central Business District and its environs. In the wake of rapid deterioration of the city of Nairobi, crumbling infrastructure and ever mounting problems, largely due to unnecessary neglect and misuse of resources, it becomes the prerogative of those that are affected the most to take concerted action to put a stop to the decay. It was for this reason that the NCBDA was formed.

Program Areas

- Advocacy
- Civic Engagement
- Environment (cleanliness, rehabilitation of sanitary facilities, Street Families)
- Security and Safety
- Traffic
- City Improvement Districts
- Technological advancement in Government

a.) ADVOCACY

NCBDA strives to champion the needs of the Business Community and residents to ensure that they are adequately addressed by the Government, the Nairobi City Council, and the Kenya Police. The objective is to Liaise with relevant government authorities, in order to achieve improvement in the key areas of security, street lighting, traffic management, parking, public transport, pedestrian walkways, road infrastructure, landscaping, tree planting, cleanliness, street families, history, character, entertainment, rental value, among others, in the Nairobi Central Business District and its environs. To serve clients (thus members and members of the general public) to their satisfaction. An example of this advocacy was manifest when NCBDA submitted recommendations to the Constitution of Kenya Review Commission on economic, political and social governance.

b.) CIVIC ENGAGEMENT

Promoting public participation, particularly of the urban poor, is the main thrust of the governance component of the NCBDA programs. Activities have been put on hold pending review of the constitution and the general elections
due to be held in December 2002. Nevertheless, several activities have been carried out. These include;

i.) **A Nairobi Residents Charter that is a contract between the people and their leaders**

This activity will be undertaken after the enactment of the new Constitution of Kenya, expected during the first half of 2003. Local government reform is anticipated in the new constitution.

ii.) **Training programs for civic leaders to improve their knowledge and skills in local governance**

Awaiting the new political dispensation expected after the General Elections of 2002.

iii.) **Workshops and seminars for youth on peace and social justice, and governance**

A memorandum of understanding was entered into with Chemchemi ya Ukweli, an interfaith organization that promotes values of sustainable justice, and peace, to build the capacity of residents in devising non-violent responses to community conflicts, and to facilitate formation of community policing forums.

Initial work has concentrated in healing the community affected by violent conflict. A more comprehensive program is being worked out in conjunction with the Community Policing Centre, the Community Policing Unit and the Kenya National Council of Youth for Habitat to start early 2003.

iv.) **Public awareness campaign to enhance the participation of residents, especially the socially and economically marginalized groups (youth, villagers) to participate in community policing and local governance**

- NCBDA programs have generated wide media interest and their coverage on radio, TV and print media has been phenomenal. According to the monitoring by Steadman and Associates, coverage from the print media alone has reached at least 12.5 million people.

Progress is being reported to residents, civil society, the local authority, the private sector and government through MILESTONES, a quarterly bulletin, with encouraging feedback.

v.) **Youth and Women in Local Governance**

Consultations were held with youth and women’s groups and the Nairobi City Council to identify mechanisms that will enhance public participation in local governance. The parties agreed that social halls offer the best opportunity for community engagement around which various programs can run.
C.) ENVIRONMENT

To achieve a sustained environment of the commercial, entertainment, cultural and life centre of a cosmopolitan metropolis which is green, safe, clean, full of character, conducive to business, lively and entertaining. Some of the activities so far undertaken include;

i.) *Street Markings and Rehabilitation;*

This activity has been undertaken by concerned members of the Association to improve their environs. Infrastructure and street furniture along Kimathi and Mama Ngina Streets has been done. Several roundabouts have been landscaped, increasing their aesthetic appeal.

ii.) *Litter Bins Project;*

NCBDA has initiated a litterbins project to counter the problem of indiscriminate littering. 200 litterbins will be erected at strategic locations within the Central Business District and thereafter seek approval to move to the environs of Nairobi at a cost of $100 000 mobilized from Business.

iii.) *Toilet Rehabilitation;*

Twelve toilets have been handed over to the NCBDA by the City Council for rehabilitation. The rehabilitation costing $ 101 000 has been so successful that it has become one of the most successful projects initiated by the Association.

iv.) *Street Families*

Much progress has been made in addressing the plight of street families in the City. A multi-stakeholder program has been established through the joint efforts of the Government (through the Provincial Commissioner) and NCBDA.

The program will revolve around a street families rehabilitation centre to be established on a 40-acre piece of land donated by the Government. A Board of Trustees, comprising leading local philanthropists, was constituted in September 2002; and a management board that includes professionals in Construction with vast experience in rehabilitation work has also been established.

The proposed centre will build on local and international “best practices” and address the challenge of integration of street people into mainstream community. Commitment to fund classroom and boarding facilities for 500 children has already been received from local philanthropy. The street family problem is one of the biggest facing Nairobi. With their number now at 60 000, these families are both a social and environmental menace. Many Nairobians have met the wrath of the street families through motor vehicle vandalism, forced donations, muggings and general nuisance. NCBDA and other partners are committed to reducing the agony of those who encounter street families.
v.) **Social Halls**

Most of the social halls are in a state of disrepair. NCBDA has launched an appeal to private sector to assist in their rehabilitation. It is envisaged that a well managed social hall will be the centre of community life, providing the venue for community interaction and recreation. This is a much sought after facility by youth and women in the City.

d.) **BUSINESS IMPROVEMENT DISTRICTS (BID)**

The first BID in Nairobi and indeed Kenya is under development in the area bounded by Kimathi Street, Kenyatta Avenue, Wabera Street and Standard Street. It is a public private partnership involving the Nairobi City Council, NCBDA and property owners (Standard Chartered Bank and The Stanley Hotel). The project is private sector driven. Over $40 000 has already been committed to the project.

The initial phase has involved repair and improvement of infrastructure and street furniture. A staff of 12 has been recruited from the street community to provide supplementary cleaning services and security. Providing means of livelihood to the adult members of street families will help in their rehabilitation. Once trained and deployed, they will be economically empowered to take their families off the street and integrate into mainstream society. This pilot addresses safety, security, poverty alleviation and social integration.

Progress has been rather slow as this initiative is novelty in Kenya and it will require more effort in mobilizing the support and involvement of property owners. The private sector has reduced spending, particularly on social responsibility programs, due to declining performance of the national economy and anxieties associated with the impending political transition.

e.) **SECURITY AND SAFETY**

- **Policing and Community Safety Program**

More than 160 community leaders in the city deliberated on the program, made recommendations and approved it at a consultation held on 10 January 2002. They represented communities, central and local government, the private sector, religions and faiths, youth groups and special interest groups. Activities set up to address the issue of Security and Safety include;

1.) **Community policing initiatives in estates and villages in the City especially those with high incidences of crime; starting with pilot projects**

   - Three pilot community policing forums have been established in crime prone neighborhoods. Manuals have been developed about the process
of setting up these forums, providing useful hands-on experience upon which a community-policing handbook can be developed. The process has also been an invaluable experience in bridging the relations between the police and the people, particularly in two of the pilots where exigent factors have made the community suspicious of the government and its agents.

- A pilot on Koinange Street in the Central Business District has brought together taxi drivers, traders at City market, private security agencies guarding property on the street and the police in curbing petty and opportunistic crime. This has generated interest in other streets of the city experiencing insecurity.

ii.) **Community policing centre (CPC) to support CP initiatives in the city, conduct research and assessments and promote community-police relations**

The Community Policing Centre has been established. The CPC works very closely with the Community Policing Unit at Police Provincial Headquarters. It has been responsible for setting up and monitoring three pilot community-policing forums and a street policing scheme, and developing manuals on community policing for each pilot.

The Centre has also developed public outreach activities that will be rolled out during the coming year. They include the Friends of Police movement (registration already applied for) and a schools program starting in the new academic year (January 2003). The Community Policing Centre plans to conduct training in citizen surveys in crime as part of the activities to be carried out by community policing forums.

iii.) **Training programs for police officers to facilitate promotion of community policing initiatives in the city and improve community-people relations**

Some 100 officers from police stations all over the city have received training in public relations from the United States International University – Africa to provide them with skills in handling the public, and more will be trained in the coming year. NCBDA has also organized computer training for junior officers to support the computerization program of the Police Department.

iv.) **Technical Exchange and Training**

The objective of the technical exchange is to build the capacity of key players by providing exposure to practices in Kenya and elsewhere that are working successfully. Two missions were fielded during the reporting period.

- **Johannesburg, South Africa**

A delegation consisting Kenya Police, Nairobi City Council, the media and NCBDA visited South Africa from 10 to 15 March 2002. The mission focused on community policing and local governance. As a result of the mission:

  - Nairobi City Council has privatized street lighting in parts of the Central Business District and Westlands Business District; the Council has
privatized cleaning and landscaping in the Westlands Business District. The private company contracted has employed former street adults and is thus contributing to rehabilitation of street families.

- There was extensive coverage of the South African experience in community policing in the local media, which has been beneficial to the Policing and Community Safety program. By involving local media in the missions, NCBDA has gained useful allies in advocacy and public awareness campaigns.

- The concept for CCTV (closed circuit television) project for the Central Business District has been finalized and a pilot will start running in December 2002. Kenya Police, Nairobi City Council and NCBDA own the project jointly, and will use it as a management tool for policing, control of traffic and informal trade, and monitoring infrastructure.

- Chennai, India

A mission was fielded to Chennai, 25 – 30 August 2002. The delegation consisted of Kenya Police, the media and NCBDA. The mission was accorded official status by both the Kenya and India governments, underlining the value they attached to it.

Following the mission, the following action has been taken:

- Street policing and traffic management in the Central Business District has been improved as a result of insights gained from policing in Chennai

- An outreach project for Nairobi schools to be implemented jointly by Kenya Police and NCBDA will start in the next academic year (January 2003). The project will focus on crime awareness and prevention, human rights, police rights, citizen’s rights, alcohol and drug abuse.

v.) Police Information Centers (PICs)

34 PICs have so far been installed around the city through mobilization of resources spearheaded by NCBDA. Due to shortage of police personnel to man them, this activity has been put on hold.

Objectives of PICs

- Bring the police closer to the people
- Enhance Security within the CBD
- Serve as information dissemination Centers

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- Serve as temporary cells as Suspects await transmission to main police stations
- Promote the Police Public image
- Pre-empt possible incidents of crime

vi.) **Technological Advancement in justice delivery system**

- Pre-trial services at two Magistrates’ Courts to facilitate dispensation of justice through improved information management

Several consultations have been held with the Judicial Department to identify what would be the most appropriate area of intervention. Due consideration has been given to the existing situation in determining the resources that can be brought into the initiative by the Policing and Community Safety Program. The Family and Children’s Courts are the preferred focal areas.

vii.) **Traffic Program**

Due to traffic problems in the city, NCBDA is working on a traffic program to the following;

- Build a meaningful working relationship between Kenya police and the Matatus.
- Introduce training programs for Matatu crews aimed at increasing passenger safety, enhance road etiquette and improve customer relations, encourage programs and mechanisms to decongest the CBD, already a proposal is in place and is under discussion with various stakeholders

**IMPACT OF NCBDA PROGRAMS**

NCBDA has changed the way people look at Nairobi. There is now renewed hope in the city revitalizing and improving livelihoods.

Due to NCBDA's programs, Nairobi shows indications of a city on the mend. There is now renewed interest in partnerships.

The concept of community involvement in Nairobi is now being un-politicized. A few years ago, anyone promoting neighborhood improvement in Nairobi would be viewed by the serving leader to be nothing other than a political competitor. Now there is that genuine concern that the city needs everyone to continue playing its role as the heartbeat of Kenya’s economy. Nairobi with a Gross Domestic Product amounting to $5 billion, contributes 47% of Kenya’s GDP. Through vigorous campaigns, NCBDA has made Nairobians realize that this is a treasure that needs to be nurtured and sustained.

There is a renewed commitment to involving key stakeholders in Nairobi in a Co-operative effort to rejuvenate the City, promoting a sound economy; an
attractive, clean, safe and vibrant City, with a secure environment, employment opportunities and a focus for the community. The Spirit and Vision that surrounded the Nairobi we want convention of 1993, when for the first time Nairobi residents and other stakeholders came together, and charted out priorities for Nairobi is back, with new impetus and more vigor through the NCBDA programs. This sense of community was manifest in the year 2001 when city residents, leaders, religious organizations met in Citywide Consultations and agreed on a new vision for the city. The vision agreed after the Consultations is, "Nairobi, the Choice of Africa, Clean, Safe, Secure, Vibrant - Home for All". This has for the first time established a common platform upon which programs can be built and implemented. The vision encapsulates the core values of safety, cleanliness, vibrancy (Life), ownership by all and opportunities for all. During the consultations, stakeholders identified priority areas that community involvement would address. These include: Community Policing; Governance; Poverty reduction; Environment; Infrastructure; Health; HIV/AIDS; Shelter for the Poor and Youth.

The Consultations called for the enshrinement of Community Involvement in the national constitution as a democratic right of the people of Nairobi.

NCBDA programs have also seen an upsurge in Corporate Social Responsibility in general. Leading Corporates like British Airways, Kenya Airways, Unilever, Mater Hospital, Mabati rolling Mills, Toyota Kenya, Barclays Bank, British American Tobacco, Standard Chartered Bank, United States International University Africa, Coca Cola Bottling Company, Worldspace, have all now increased sponsorship for community projects apart from just being membership organizations that form NCBDA. This has also seen NCBDA project sponsorship go up by 79% in the year 2001/2002.

The NCBDA programs have been so impressive eventually attracting donor funding. For instance in 2000 Ford Foundation offered NCBDA $ 150,000 towards Policing and Community Safety Activities. In the year 2001, the Ford Foundation added NCBDA another $400,000 after impressive results from the first grant. The diplomatic missions have also offered a lot of moral support and pledges of financial support. For instance the Embassy of Finland has pledged support in 2003 for the NCBDA Youth activities.

NCBDA was the first business grouping to sign Memoranda of Understanding with any local authority in Kenya, and with the Police department in 2000 and 2001 respectively. This has triggered a wave across the country of similar partnerships in other towns, modeled on the same style like NCBDA. Currently there is Eldoret Town Central Business District Association, the Nakuru Town Central Business District Association, and the Nanyuki Central Business District Association all of which have come to NCBDA for consultation.

NCBDA programs have seen the level of information dissemination to the public about Nairobi and its issues of concern in areas of security, environmental protection and the fight against aids reach very high levels. This can be attributed to the strategic engagement of the media as an active participant in reversing the decay of the city. According to media monitoring statistics from Steadman and Associates sampling the year 2002 (January to September), the following was the scenario in various media:

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• **Print Media:** There was a total of 161 articles on NCBDA programs with an advertising value equivalent of Kenya Shillings 6.6 million (U.S $83,500). The articles reached approximately 12.5 million people within that period. Nearly 77% of the articles had a positive tonality.

• **Radio:** There were 93 mentions on radio during the reporting period, with an advertising value equivalent of Kenya Shillings 3.3 million (U.S$ 41,700). 87% of the mentions had a positive message tonality. No estimates were available for the radio audience reached, but it is definitely much higher than print media as radio in Kenya reaches more people than print media.

• **Television:** There was a total of 68 clips with an advertising value equivalent of Kenya shillings 4.78 million, and 82% positive message tonality.

In summary, the information disseminated by the media about NCBDA programs reached at least 12.5 million people (print only), and had an advertising value equivalent of Kenya Shillings 14.68 million.

NCBDA has entered into partnership with the Media Development Association, to generate more interest among media practitioners on urban issues and to sharpen their skills in urban reporting.

NCBDA programs have seen crime levels go down by 18% in the last two years, and the relationship between the police and the public improve tremendously.

For instance, there is an annual Christmas party sponsored by NCBDA for members of the police where police and the public freely interact. There is also an annual awards scheme sponsored by NCBDA and by the Chandaria foundation to encourage transparency and commitment among the police. The PICs have also made great contribution in narrowing the gap between the police and members of the public.

When NCBDA acquired runners up position at the Worldaware International Business Awards in January 2002, the Judges observed that;

> "The requirements for sound business investment include political stability, good governance, proper security, reliable transport systems and a healthy and clean working environment. NCBDA reaches out to these needs, and is an enterprising and imaginative example of a successful initiative. By tackling such a challenging task, NCBDA has shown that the failures of public services, can be reversed through cross-sectoral partnership and community involvement. The practical measures to improve security, traffic management and environment deserve vigorous encouragement. NCBDA’s policy of creating strategic partnerships between government, civil society and Business has created a sustainable process. Although early days, there are real signs that the organization’s goal of stalling the process of urban decay is being realized, and that the Central Business District of Nairobi will become safer, more attractive, and more conducive to business, thereby providing the impetus for more rapid economic growth." (Worldaware, 2002.)
PARTNERSHIPS: LESSONS AND SHARED EXPERIENCE

1. BALTIMORE: LESSONS

The Baltimore City Department is on the forefront of encouraging partnerships. This is important to the success of the initiative, as the council is in charge of approving Development and Urban Renewal projects. This is unlike the case of Nairobi, where the council joins the bandwagon last and reluctantly, and even frustrates renewal programs through deliberate delay of approvals and creation of unnecessary “red tape”.

The case of Community Development Corporations and Business Improvements Districts now being well established in Baltimore represents modern planning interventions. It is also encouraging that the process has caught up well in the rest of the U.S.A. Business Improvement Districts are being used increasingly throughout North America to finance services that improve the quality of life and economic vitality of downtowns, Main Streets and commercial corridors. It is estimated that more than 1,000 BIDs now exist in North America and the phenomenon is spreading to Europe and Australia. (ABCs for creating BIDs, IDA, 2002). These have proven to be the most practical and most effective partnerships that stem the decay of cities.

A BID is based upon the benefit assessment district concept (Ibid.), which allows for an assessment on property within a defined geographic area. Revenues from this assessment are directed back to the defined area to finance a myriad of enhanced services, including security, maintenance, marketing, economic development, parking and special events.

BIDs are formed with the consent of and active participation from property owners, business owners and major institutions. The success of BIDs relies on forging public/private partnerships within business districts.

In Baltimore, the City Council has fully supported their formation and in fact DPOB was a brainchild of the former Mayors, Schaefer and then Schmoke. This shows that local Government can play a key role to encourage or discourage the creation of partnerships and community participation. A delicate balance between private and public sector cooperation must be maintained.

In Baltimore, the partnerships spearheaded by the City Council do perform even better and have created a strong sense of community in fighting societal problems. The latest on the list is Mayor O’ Malley’s “Baltimore Believe”, bringing the whole of Baltimore together to rid the community of drug abuse, blight, among others. Baltimore Believe is making the problems at hand really look like everyone’s personal problems. The probability of success in such a case is high.
The City has also placed considerable value on the effect of public information. Channel 21 on television is promoting the concept of partnerships and community involvement through daily programs on topical issues, on individuals and organizations that are promoting partnerships and community involvement. Some of the programs recently aired include:

- Baltimore Development Corporation’s investment of $552 million to revitalize Baltimore’s housing.
- Intel computer’s $5 million investment for a computer clubhouse to prepare young children for the job market and their rightful place in the future development of Baltimore.
- Programs to get communities to be involved against the 60,000 case of drug addicts in Baltimore.
- Non-profits set up to secure disused houses which for a long time have been turned into dens for criminals, drug dwellers and squatters.
- A massive partnership to reclaim Inner Harbor East i.e. the HIPPODROME Restoration, a recreation centre to, among other things, host 200 major theater performances each year.

Hence the crucial lesson is that partnerships are not a mere off shot of the inability of the council to provide services, they are part of the development process. DPOB alone provides 100 jobs and creates many others through the many projects the organization is running. If all the 850 organizations involved in Urban Renewal work are to provide 20 jobs each, 17,000 new jobs will be created.

Partnerships in Baltimore also provide relief even during hard economic times. The 2001 State of Downtown Report by DPOB states that while the city of Baltimore is suffering some of the effects of a nation-wide economic slowdown, there is significant positive momentum downtown as a result of the work being done by DPOB.

2. NAIROBI: LESSONS

It is a wonder today that nearly 40 years after independence, Kenyan leaders have not realized the true worth of a fully functional City. Politicians have for many years manipulated the populace by blaming Kenya’s problems on foreigners, the donor community and the “harsh, unfair, and unattainable conditions drawn in Washington, Paris, London or Brussels and imposed upon us” (Karugor, 2002). This is a critical view to bear in mind in seeking to promote, implement, and strengthen partnerships in Kenya. NCBDA’s spearheading of the process was out of concern that the nation as a whole stood to loose as Nairobi lost Investment, jobs, Business etc. But the authorities stood by and watched as the city decayed.

The resource mobilization has been tremendous. In the years 2000-2002 $1.2 million has been raised for various projects. And the future raises a lot of optimism.
The reform Kenya as a country has been undertaking in the local government system may not itself be enough to stall decay in the urban areas as the slide into poverty, insecurity, unemployment seems to continue even as this government reforms reach their tenth year. The main aim of reform has been to strengthen the capacity of local authorities (Las) to deliver services to residents and hence stem the decay in Kenya's urban areas. The very weak financial position of the LAs has been considerably strengthened in the past few years due to government reforms. But real and lasting improvements will only happen if partnerships and community involvement is supported by the same authorities (Algak 2002).

In Nairobi partnerships are merely based on goodwill, in fact even after signing of the Memoranda of Understanding with Nairobi City Council for continued collaboration, NCBDAs ground breaking ceremony of the pilot BID was about to be forcefully stopped by the Director of City Planning in spite of the fact that the guest of honor was the honorable minister for Tourism. This is despite a full year of trying to lobby for approvals from the Council for simple works on the site of the project, and re-assuring City Hall that city beautification will be done at no cost to the council.

Partnerships can withstand adversity and the test of time. Some of the obvious fruits of the big struggle to form partnerships against urban decay in Nairobi have been seen in the level of collaboration now existing between stakeholders in the city. To add on this, the trend has led to a heightened awareness of the challenges facing Nairobi as a city.

The private sector seems to have been waiting for an opportunity as evident in their increasing participation in local governance and their support of many programs.

Another big lesson from Nairobi is that the trend is very contagious as Nairobi witnesses a surge in residents and related associations in the city. From just 3 in 1999, there are now over 200 such associations spread across the city. With all these groups earmarking revitalization programs, the outcome can only be positive and better for the future of the city.

Overall, there is sufficient evidence from Nairobi that joint action is a viable approach to urban renewal. In all cases, there are tangible benefits. For example the credibility of Kenya Police has been heightened leading to a drop in crime rates. Effective information sharing and resurgence of the spirit of volunteerism and communal support which used to characterize the African culture is being restored. Furthermore, bridges of confidence and trust among stakeholders are strongly emerging, attitudinal barriers that have traditionally strained relations between stakeholders are gradually disappearing, and in some cases pooling resources has reduced donor dependency.
SHARED EXPERIENCE

i.) Volunteerism

On June 24, 1968, in the midst of the civil rights movement, Whitney M. Young, Executive Director of the Urban League stepped to the podium to address the 100th Convention of the American Institute of Architects. “You are distinguished by your thundering silence in the phase of urban disintegration”, he challenged, “You share responsibility of the mess we are in”. His words were not comforting nor were they meant to be. “Get involved in helping cities rebuild, or risk the consequences” (Neighborhood Design Center, 2001).

This statement led to a mass birth of Urban Design Centers in the spirit of community involvement across the U.S including Baltimore. Since its inception in 1968, Maryland’s neighborhood Design Center (NDC) has rallied Design professionals from across the state to volunteer their skill and time to help distressed neighborhoods into livable communities.

Kenya’s urban development professionals are yet to emulate this sense of responsibility to community. Professional organizations in Kenya such as the Architectural Association of Kenya, Kenya Institute of Planners, Institute of Surveyors of Kenya are nowhere in the forefront of renewal efforts in Kenya. Most of those spearheading the process in Kenya are mainly business people.

Volunteerism expounded in the above is the root of successful partnership and community development work. Most successful programs in both cities are spearheaded by volunteers. But later benefits are realized by the whole community.

ii.) Downtown Sustainability

In Baltimore and Nairobi are found two great urban centers that are growing and vibrant, the leading economic centers of their regional and continental economies. Both are leading centers of finance, of advanced business services, of media and communications, of culture, history, entertainment and are magnets for both business and holiday visitors. This symbolizes the role of any urban center. As all peoples have been involved in their emerging role, all should partner to preserve and sustain them.

Both cities are striving to make downtown the preferred destination. NCBDA can emulate some of the values attached to DPOB programs, these values were identified as follows;

1. Make downtown a distinct and unique place
2. Encourage diversity and choice
3. Make downtown a vital place during daytime, evenings and weekends
4. Promote development downtown which provides economic benefits to the whole community
5. Promote opportunities for cultural events and facilities within downtown
6. Expand and integrate the residential presence within downtown
7. Improve transportation and signage systems to create a sense of orientation and ease of access to and from downtown

iii.) Sprawl

Sprawl, which is the resultant effect of fleeing business, is a challenge any city must beware of. According to former Governor of Maryland Mr. Glendening, "Sprawl is a global problem, steadily worsening and to which there are no easy answers. The two major concerns which sprawl gives rise to are the waste of valuable resources and its negative impact to the quality of life. The resources available have to be stretched to give service to the new and old development". Whereas Baltimore might afford this, Nairobi will slide into further decay given the obvious shortage in resources. He gives an example in Maryland where an application was made to build a new courthouse facility outside of a particular downtown where the existing facility was located. When he queried the motivation, he found that it was because the Judges wanted more convenient parking facilities. Another application was to relocate a University to a magnificent farm site. Both were refused but resulted in new facilities being provided downtown to the satisfaction of all concerned. Nairobi downtown has begun losing her big tenants to the outskirts due to reasons such as lack of parking, insecurity and poor services from the Nairobi City Council. Some of the well known tenants already relocated include Citibank, The Ford Foundation, Caltex oil, Pricewaterhousecoopers etc. The resultant thousands of square feet of office space is in turn unable to attract similar tenants and has had to be rented to co-operatives of small traders whose trading activities will accelerate urban decay.

Sprawl apart from accelerating urban decay also creates a loss of the sense of community and enforces resegregation on economic lines, which turns racial in multi racial cities like Baltimore. Sprawl results in a residue of people being left behind who engage in uncontrolled informal trade (Nairobi), or simply do not have jobs hence perpetrators of illegal activities.

It is important for both cities to embrace three tier partnerships between Government, Business and the Public to ensure that sprawl is controlled. Baltimore may be favored by the policy former Governor Glendening had put in place. The State was committed to spend $130 million a year in buying up open land in order to ensure its retention and introduced a set of incentives to ensure that development goes where it should. Incentives for re-use and preservation include, government reductions in property taxes and state income credits. The new approach to reservation of historic buildings recognizes that it is too costly to refurbish old buildings to current codes. They are thus required to meet those codes that impact on safety and quality of life issues (Fraser, 2002). Nairobi has no policy in place to control sprawl, this leaves it very vulnerable to the challenge which sprawl is posing.

Sprawl confirms the notion that investors and residents alike are more likely to be persuaded to stay in the city or to be newly attracted if it offers an environment which is safe, attractive and vibrant. A poor environment will reinforce the vicious spiral of decline. (Planning Guidelines, City of Manchester).
iv.) Poverty

Without poverty eradication, efforts to achieve renewal in the physical and many of the social improvements will be largely ineffectual. Targeting poverty eradication will thus have spill over effects to solving other problems in the urban areas. Nairobi’s case where the street families are integrated into the BID project should open a window of opportunity on how to fight poverty even in Baltimore. Scholars have pointed to growth in City poverty populations and extremely poor neighborhoods as signs of mounting urban distress (Karsada 1993).

There are parallels in the major challenges identified for each city- a need for ample investment, for improvements in security, housing and amenities; discerning and responding to the uncertain outcomes of the new technologies, particularly the impact of information.

v.) Media

Looking at the two cities, the use of media in highlighting the impact of partnering so far seen has been the driving force behind encouraging popular participation. The need to encourage big investment through information dissemination should be fully exploited. Media can be an important tool through which partnerships can be encouraged and maintained.

vi.) Retaining and attracting big corporations

Big Corporations give tremendous support to partnerships hence it is important that cities put in place programs that are bound to retain the Big Companies already in town which will attract others. In Nairobi, Barclays and Standard Chartered Banks have together sponsored about 30% of the renewal programs in 2002. This has in turn encouraged other banks to get involved.

Big corporations bring with them new ideas, they also make globalization a reality. The big investors also put a city in good stead of competition with other cities on broader quality of life issues, in the continued attraction of highly educated, mobile young workers from around the globe, tackling the issues surrounding unemployment and urging the assimilation of new immigrants particularly in terms of education and labor force preparation.

Both cities can benefit from a shared understanding of their common problems and challenges. There are lessons to share in solving their respective planning and design problems. Both cities share the same need to plan and invest for their long-term future. As one travels and looks, learns and experiences other places, countries, cities, one quickly comes to the realization that only distance separates cities. Certain experience remains a constant factor of Development e.g Crime, bureaucracy and red-tape in public institutions etc.
RECOMMENDATIONS

The most effective way to stem urban decay is to encourage partnerships. Partnerships ensure that cities are run on similar principles as business. It may be even better to recommend that cities privatize their services. But the same goal of privatization can be achieved through partnerships and community involvement.

The role of research and education cannot be downplayed. Baltimore with institutions such as IPS is far ahead in these. Nairobi still lags behind as no institution conducts aggressive research of how to approach the cities problems. In other cases where studies have been conducted, their publicity has been poor. Or the public sectors simply ignore them.

Education of those managing these institutions is critical. Of the 72 councilors who make up the Nairobi City Council currently, only 3 have college degrees. In the U.S, a majority of BID managers have a college degree and they consider a wide range of knowledge areas and skills important to the administration of the BID (IDA).

Jerry Mitchell, Professor at the School of Public Affairs at Baruch College, the City University of New York on research on BIDs made four recommendations as relevant for the improvement of BIDs in the USA (CITICHAT April 2000). These I believe can also apply to BIDs in Nairobi and to City Councils. These are:

- Evaluate organizational design – the relationship between organizational design, service delivery and management indicates that it is important for local governments, citizens and BIDs to assess whether a public, nonprofit, or mixed public-nonprofit organizational arrangement is most applicable for the particular circumstances of a given urban setting.

- Recognize the service delivery potential – since BIDs are already broadly based tools for delivering services, their functions may be expanded even further to advance the revitalization of urban centers.

- Enhance BID management – substantive educational materials and training programs for new and continuing BID managers should be developed because of the central role played by the top executive of the typical BID organization.

- Measure of performance – the potential significance of performance standards and frequent performance measurement for discovering what is and what is not successful should provide a rationale for the managers of self-assessment districts and continue a system of self evaluation.

In his concluding remarks Mitchell argues that BIDs should lobby for policies that limit sprawl given the seriousness with which BIDs are now taken. They
should take the marketing of downtown to the suburbs; and work to promote commercial projects that target segments of the population, such as teenagers, young families or senior citizens. No matter the approach that is taken, there are many opportunities for BIDs to continue the revitalization of cities and towns.

The other feature that this paper recommends and which is already rooted in Baltimore’s urban redevelopment is the Development Agencies/Corporations. The Baltimore Development Corporation (BDC) has made significant impact on the city. They exemplify impressive partnership between the private and public sectors. They are established by the local City Council (in terms of State Legislation) with boards drawn from both private and public sectors. The boards set policy, hire own staff and establish strategic plans for the areas they are focusing on and are responsible for the strategic planning, urban design, negotiation with developers, acquisition of properties, public improvements, financing and relocation of affected residents and businesses. Generally, this will be done within the parameters of a City Redevelopment Plan so that the agency really becomes a public/private delivery vehicle for the council, bringing a business focus that Local Authorities can seldom provide.

The CDCs in Baltimore seem to target those areas between downtown and the suburbs. These echo the views of one Brad Segal from the Progressive Urban Management Journal (2001), who writes that; “far from downtown, the urban trouble spots in the next decade are most likely to pop up in America’s aging first ring suburbs. These areas sandwiched between city centers and new wealthy outer-ring suburbs, are burdened by traffic congestion, a bland world war II built environment, and the migration of displaced urban poor. Left unchecked, decaying suburbs will eventually choke the life out of the newly energized downtowns [Urban Implosion Theory]. To combat the urban implosion theory, successful cities must have both a vibrant downtown and strong regional planning”.

Lastly, it is important to observe that partnerships are about positive results. Cities have given us an in image and a livelihood. From an African perspective cities can be equated to olive trees, “Olive trees are important. They represent everything that roots us, anchor us, identifies us and locates us in this world – whether it is belonging to a family, a community, a tribe, a nation, a religion or, most of all, a place called home. Olive trees are what gives us the warmth of family, the joy of individuality, the intimacy of personal rituals, the depth of private relationships, as well as the confidence to reach out and encounter others. We fight so intensely at times over our olive trees because, at their best, they provide the feeling of self esteem and belonging that are as essential for human survival as food in the belly. Indeed one reason that the City will never disappear, even if it does weaken, is because it is the ultimate olive tree – the ultimate expression of whom we belong to – linguistically, geographically, and historically. You cannot be a complete person alone. You can be a rich person alone. You can be a smart person alone. But you cannot be a complete person alone. For that you must be part of, and rooted in, an olive grove”. (Friedman, 1999).
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