Manual for District Centre Managers

Results of the Project MANDIE – Managing District Centres in Northwest Europe
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1. Introduction
This manual is edited by the Economic Development Department of the City of Stuttgart. The Economic Development Department acts as the Lead Partner in the EU project Management of District Centres in Northwest Europe (MANDIE).

The MANDIE project aims to strengthen district centres that are in decline due to the growing competition with inner cities and out-of-town hypermarkets. All MANDIE partners pursue the same question: How can purchasing power be retained in the districts? For this purpose, new strategies and instruments have been developed and tested.

MANDIE started in October 2008, with a run-time of three years until November 2011. The project budget is 2.8 million Euros, co-financed by the INTERREG IVb programme (European Fund for Regional Development) and funded by the German Federal programme “Transnational Cooperation”.

Eleven partners from Germany, the Netherlands, Belgium and Great Britain took part in the project, including the cities Stuttgart, Frankfurt, Hagen, Oldham, Bury, Antwerp and Eindhoven as well as the Belgian Association of Town Center Management. Scientific partners are the Hochschule für Technik Stuttgart (HFT, University of Applied Sciences Stuttgart, Germany), Hochschule für Verwaltung und Finanzen Ludwigsburg (HVF) and the Institute of Place Management, Manchester Metropolitan University.

The manual is meant to provide practical advice for the revitalisation of district centres. Therefore, it focuses on the communal partners’ initiatives. It offers insight into the local initial situation and illustrates the strategic concepts and practical measures that were devised to respond to it. New ideas and concepts off the beaten track were sought after. The activities mainly focus on the fields of economic development and urban planning, partly backed up by social approaches.

Another focus of this manual is the education of district centre managers: How can district centre management be implemented into academic programmes? Three universities have developed and tested new courses for public administration, urban planning and economics.

In the final chapter, the new job profile of district centre management is described by analyzing professional experiences in this emerging field.

Head of the Economic Development Department of the City of Stuttgart
2. Abstract
Abstract

What Are the Results of the MANDIE Project?

For the EU project “Managing District Centres in Northwest Europe” (MANDIE), eleven institutions and municipal departments from Belgium, Germany, Great Britain and the Netherlands have successfully worked together in transnational cooperation: The partners shared the goal of strengthening and revitalising their district centres by suitable management and marketing strategies. During the 3-years run-time, the numerous developed measures could be tied together in transferable manuals, development and marketing concepts and advanced training offers in the field of district centre management.

In the course of the project, the City of Stuttgart succeeded in establishing the position of a district centre manager within the economic development department. Even after MANDIE runs out, it will be secured as a permanent post within municipal administration. Likewise, the City of Frankfurt laid the basis for district centre management by building on results from MANDIE and the municipal funding programme “Innenstadt Höchst”. By focusing on the regeneration of district centres, the Hochschule für Technik Stuttgart (University of Applied Sciences Stuttgart) created a new area of specialisation within its Master’s programme in urban planning. MANDIE helped to enhance the study offer by new external lecturers, field trips, public-oriented events and national and international co-operation projects with the MANDIE partners. At the Hochschule für Verwaltung und Finanzen Ludwigsburg (University of Applied Sciences Ludwigsburg), 25 students participated in a seminar on district centre management in the Bachelor’s programme Public Management. Due to the successful mix of theory and practice and the positive participants’ feedback the offer will be continued. In the course of MANDIE, numerous local activities of the cities of Antwerp, Eindhoven and Hagen, as well as the regions Bury and Oldham focussed on image building, marketing and communication. They helped to establish district centres as places of identity and secure their function for local supply.

The Belgian Association of Town Centre Management (AMCV) edited a handbook for retailers based on an international survey conducted among local entrepreneurs (“Survival Kit for Retail in Suburban Districts”). It provides advice for retailers on how to position themselves and improve customer perception. Moreover, selected successful examples of the MANDIE partners’ local measures are summarised in a hands-on manual (“Toolbox. Examples of Good Practice for Vibrant District Centres”). By introducing tools and methods of district centre management it invites interested parties to become active in this field. All three MANDIE manuals, including this book at hand, are available as print and as PDF version; please contact us if you are interested in obtaining them.

The three manuals present the partners’ project results to the public. They ensure that transnational exchange of experiences and learning from each other will continue to take place in the field of district centre management beyond the MANDIE project.

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3. Results of MANDIE – Approaches to District Centre Management
3.1 District Centre Management – a New Challenge in Urban Development

The shared goal of all municipal MANDIE partners is to strengthen district centres that experience a loss in importance and a dwindling customer base, mainly due to the growing competition from inner cities and suburban retail outlets.

Nevertheless, the individual starting point widely varies. Some of the participating cities have been exposed to a long process of decline; therefore the economic problems in retail have also become highly visible in the built environment and social landscape.

Because of the differing initial situations, each project partner had to approach the challenge of “District Centre Management” individually.

Where does District Centre Management come into Action?
The focus of District Centre Management depends on the analysis of the initial situation and the list of objectives and the concept of measures derived from it. The following areas of activity were approached:

**Urban Planning**
- Renovation of buildings; interior spaces as well as facades and entrances
- Urban design measures in public space, for example, to improve the quality of stay in the shopping street
- Traffic-related measures, above all traffic calming and parking

**Economic Development**
- Image campaigns to make the centre more attractive and improve customer loyalty
- Activities in which the majority of businesses in the area take part
- Improvement of customer contact and service
- Support for retail and services threatened by decreasing sales due to construction works

**Social Affairs**
- Activities that promote a better image of the area
- Public relation measures aiming for strengthening the pride of place among local residents
- Measures in the field of education and training that consolidate the local buying power and encourage the start-up of new businesses

In all of the partners’ management schemes, “Urban Planning” or “Economic Development” are priority areas of activity. Additionally, the concepts of three partner cities are supported by social measures. The table below shows the emphasis of the different areas of activity.

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Organisation of Project Participants

District Centre Management proves to be a cross-cutting task that places many demands on the manager’s competences. The person in charge of District Centre Management should be familiar with at least one of the fields of “Urban Planning”, “Economic Development” or “Social Affairs”.

It is a major challenge to find an organizational form that provides for central coordination, integration of all relevant partners, and straightforward delivery of practical solutions and visible results. The partners responded to it in very different ways.

- **Stuttgart** has set up a District Centre Manager’s office within the municipal department for economic development. The manager is responsible for the 23 municipal districts and cooperates with the local trade and business associations, with the self-employed association, communities of interests and advertising associations in the districts. Therefore, compared to the other partners, the Stuttgart scheme features the strongest links to municipal administration.

- The **City of Frankfurt** established a neighbourhood management with the manager’s office located in Höchst. For the MANDIE project, he cooperates with local social, cultural and economic associations, such as “Pro Höchst”, the trade and craft initiative, and the historic city centre group (“Altstadtverein”).

- In **Hagen**, the local retail initiative “Wir in Wehringhausen” has been founded to implement the MANDIE project. Professionals from the municipal administration provide support.

- In the English communities, partnerships are responsible for District Centre Management. Municipal administrations are part of these partnerships but do not always have the lead. In **Oldham**, the Town Centre Partnership that consists of the Council, Police, the public transport provider, a representative of one of the education providers in the Town Centre, the Spindles Town Square Shopping Centre, major stores, the Coliseum Theatre, and the local media, engages in District Centre Management.

- With Team Bury, the **Bury** Metropolitan Borough Council has chosen a widely diversified organization: a network of geographic and thematic partnerships across the Borough including Public Health, Police, charitable organizations and local further education colleges, and the Economic Partnership, consisting of Council Officers, private sector businesses and College Principals.

- In **Antwerp**, the Town Centre Management is a unit within the economic development department (Werk en Economie, Detailhandel & Horeca).

- In **Eindhoven**, the District Centre Management scheme is embedded in an organizational structure called Alliance. The city of Eindhoven and the housing association Woonbedrijf are responsible partners. Within the municipal administration, the MANDIE project is overseen by the department of district management.

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3.2 Participating District Centres and Management Approaches

3.2.1 Introduction

In the European City, district centres are important nodes within the public sphere that are constitutive for a neighbourhood’s identity. They serve as places of supply and culture and as meeting points for local residents. During the last decades, the structural change in retail, globalisation, demographic change and an increasing mobility have had negative impacts on existing district centres. Today, they are exposed to the competition with both out-of-town shopping centres and refurbished inner cities. Shop vacancy, trading down effects, traffic burdens and the neglect of public space are the most prevalent and visible challenges in district centres today. Unlike inner cities, for a long time, district centres have not been within the focus of political attention and municipal economic development strategies.

The MANDIE project shows that district centre regeneration has become a growing concern for many polycentric cities throughout Europe. Eight cities from Germany, the United Kingdom, Belgium and the Netherlands have developed strategies to remedy the decline of their district centres. Their activities show that a new job profile has evolved for those positions who take charge of “district centre management” (DCM) or “place management”.

3.2.2 MANDIE District Centre Types

Each district centre is unique: A multitude of local forms exists. Nevertheless, there are some shared characteristics: Often, district centres used to be independent cores of settlement that became incorporated into a larger administrative entity. Similar to the centres of small towns, district centres are usually composed of a limited set of important urban elements such as an access point to public transport, a high street, a public square (street market) and important public buildings (town hall, church). By analyzing their history and form of settlement (the “morphology”, see maps of the project areas), we identified three different types of district centres within the MANDIE project:

A – Grown centres of formerly independent communities (often villages) that have been incorporated into larger neighbouring towns (Frankfurt-Höchst, Mons-Jemappes, Hagen-Wehringhausen, Stuttgart-Untertürkheim, Stuttgart-Stammheim, Antwerp-Bredabaan). The urban structure of the centres is usually densely built-up with a historically grown structure of blocks and squares and a varied street grid. The shape of the central shopping area is either compact (“node”) or linear (“high street”). Because of the high density in the centre, conflicts of uses are likely to occur. The centre often suffers from high traffic burdens and lack of parking spaces. In long linear shopping streets, footfall is often difficult to maintain. The small-grain plot structure and the very mixed ownership of premises make it difficult to integrate larger modern retail formats.

B – Town centres dominated by agglomerations of large-scale retail, power stores, leisure industry and services (Bury town centre, Oldham town centre); “regional shopping centres”. The urban structure is postindustrial and fragmented by brownfields. The centre is separated from the surroundings both spatially (ring roads, parking spaces, brownfields) and functionally (no tradition of inner city
housing). The central shopping area is dominated by a mix of bulky malls and smaller shops. Quality of stay in public space is partly low due to cleanliness, security and crime issues; often public transport is in need of improvement.

C – Centres of centrally planned urban extensions from the 1940s to 1960s (Stuttgart-Giebel, Eindhoven-Doornakkers). In these postwar suburban estates, housing in rows or large blocks of buildings prevails. Shops are either centrally planned as rows of small shops or scattered among the district. Often, a centre cannot be perceived and there is a lack of public facilities, modern retail and public squares.

3.2.3 DCM Approaches within MANDIE

From our point of view, the MANDIE partners’ approaches may be divided into two groups:

- DCM schemes that pursue a holistic regeneration approach for the entire district (e.g. Frankfurt-Höchst, Hagen-Wehringhausen, Eindhoven-Doornakkers). Besides the promotion of economic development, questions of mix of land uses, local housing offer and housing environment, public squares, traffic regulation, and the development and redevelopment key sites are part of the regeneration schemes. Usually, implementation is backed up by strict planning regulation, formal masterplans, neighbourhood management and urban marketing strategies. Funding stems primarily from large public regeneration programmes.

- DCM schemes that focus primarily on selected aspects of economic development such as retail, businesses or employment in the district centre (Antwerp-Bredabaan,
Stuttgart, Oldham, Bury). Here, Public Private Partnerships or administrative departments (economic development) are the driving forces and funding bodies. Strategies are geared towards the needs of businesses, for example within Business Improvement Districts. They are less connected with planning instruments (few planning regulation, informal masterplans).

Urban planners are more familiar with the first approach, whereas expertise in marketing, economy and business studies is required for the second. Nevertheless, for both approaches, interdisciplinary cooperation is essential. It becomes clear that a district centre manager always takes on the role of a communicator and mediator between different involved (or to be activated) parties, even if these parties differ from case to case.

The role of a district manager (or a district management team or scheme) is always two-fold: on one hand, there are operational duties such as implementation of measures, event management, marketing activities, public relation, etc. On the other hand, long-term strategic visions have to be developed that set out goals of development that the involved parties agree on. Therefore, a division of labor becomes visible among the MANDIE partners’ DCM schemes. Often, the strategic part is under the responsibility/supervision of a municipal department (Hagen, Antwerp, Eindhoven) or a formalized partnership (Bury, Oldham).

**Results of MANDIE – Approaches to District Centre Management**

A selection of some of the goals associated with the MANDIE partners schemes included:

- Improving image of area
- Putting on festivals and events
- Reducing crime and increasing perceptions of safety
- Community cohesion
- Economic development
- Developing tourism and leisure opportunities
- Improving the retail offer
- Urban planning and design
- Housing
- Regeneration
- Governance, politics and public engagement
- Health and social care
- Environmental services
- Sustainable development
- Culture and creative industries

**Goals and tasks of District Centre Management**

*Source: Hochschule für Technik Stuttgart 2010*
In the Anglosaxon schemes, partnerships – that may be privately or publicly led – serve as the central body for steering, controlling and funding DCM. Here, operators of local shopping malls are important partners (see Figure).

On the contrary, in the other countries, cooperation with private stakeholders is less intense, less formal and less binding. Here, local authorities usually have the lead in the decision-making process as funding is primarily drawn from public sources such as national or municipal regeneration programmes and also ERDF. In the UK, an increasing number of partnerships are led by informal coalitions of residents and other stakeholders. Nevertheless, questions of sustainability and gaining access to other funding sources will become more and more important for the continental partners in future. Already today, DCM schemes are predominantly limited to a couple of years, also due to financing.

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3.3 Results of Towns Cooperating in the MANDIE Project

3.3.1 City of Stuttgart

Area
When the district centre management initiative first started in November 2007, only a few city districts were focused on. They served as pilot projects. They had been selected after a call for local action plans among the chairwomen and chairmen of the district boards in association with local community organisations (local retailer and business associations, BDS association of self-employed). Out of the submitted outlines, the city districts of Zuffenhausen, Stammheim, Untertürkheim, Obertürkheim, Wangen, Hedelfingen, Weilimdorf, Plieningen and Birkenau were selected as pilot districts. At the end of the two-year pilot phase, in November 2009, the project was transferred to all 23 city districts of Stuttgart, making use of the know-how acquired throughout project implementation, the positive experiences made and lessons learnt for the future of district centre management.

Cause
In order to analyse and review the current state of district centre management in Stuttgart, the Stuttgart Department of Economic Development commissioned a master’s thesis revolving around the development of a district centre action plan for Stuttgart’s city districts to tackle negative developments and shortcomings and to support local retailers and businesses. As part of the master’s thesis, a survey had been conducted among community organisations and district boards to assess the current state in each district and ongoing activities which might fall within the district centre management’s area of responsibility.

The most important results of the survey were as follows:
- The majority of districts have already set up an organisation whose aim is to support retail, local businesses and the numerous self-employed.
- The success of the actions depends primarily on voluntary commitment, an effective organisation and planning, the diversity of offers and good service, continuity and thus strong identification and community involvement.
- However, frequently, the main focus of activities is on staging local festivals and events which do not automatically result in higher retail sales. To improve that situation, a combination of a variety of marketing tools (marketing mix) is needed.
- The introduction of district centre marketing was greatly welcomed by all local stakeholders in the city districts.
- They emphasized the fact that they would welcome it if the district centre management could also serve as their voice to bring their concerns to the attention of the city administration.

Aims
The intention of implementing district centre management was
- to achieve high quality marketing activities undertaken by existing organisations.
- to pool and coordinate all activities.
- to improve communication between all relevant institutions.
- to create dependable structures.
- to create a structure of accountability and assign duties and responsibilities.
- to involve as many local stakeholders as possible.
- to develop effective marketing campaigns.
- to form networks among the interest groups in the local community.
- to moderate the project development process.
- to make information available with the aim to facilitate the communication between the local organisations.
- to facilitate communication between the
administration, project initiators and the private sector.

- to pool, strengthen and expand the local purchasing power.

**Initial Situation**

There is every indication that, in the future, the retail sector might no longer be able to fulfil its leading role in the district centres because

- the purchasing power is no longer expected to rise over a longer period of time,
- customers have accepted out-of-town shopping developments which compete with traditional high streets, and
- new developments in the retail sector typically imply the set-up of larger shopping areas.

The problems which result from the structural change in the retail sector demand that we take a fresh look at our district centres.

**Analysis**

The ongoing growth of sales floor area in retail limits the possibilities for mixing housing and supply and thus for reducing the volume of individual transport. Large, out-of-town retailers who cater to a clientele based on motorized private transport are usually not interested in being connected to public transport. The supply of neighbourhood-based basic services and goods is no longer secured. With a growing share of older people, the number of potentially underserved households is bound to increase.

The excessive land consumption due to large-scale, single-story shopping developments and spacious parking lots as well as the fact that these shopping areas cater to a motorised clientele from a large catchment area, create a negative impact on the environment.

**Approach and measures**

The Economic Development Department’s policies are aimed at strengthening the purchasing power in the city districts.

1. We understand that the image of a city district needs to play a crucial role in order to ensure that the purchasing power in the city districts is not only retained, but also increased. Therefore, the goal is to achieve a high-quality environment for the benefit of those who live, work, shop and spend their leisure time in the city district.

2. To raise the profile of the district centres, sales promotion measures which offer customers certain benefits when shopping there, for instance coupon booklets, are essential.

3. The Economic Development Department has identified a mix of image and sales promotion measures to be of vital importance for retaining and increasing purchasing power. The so-called “info board” (information display) redirects the purchasing power also to the nearby small shops. It is assumed that the rate of retention respectively the purchasing power in a city district increases if the purchasing power is redirected from the magnets to the nearby commercial enterprises and businesses.

4. Ultimately, setting up “temporary magnets” e.g. all-day Sunday shopping, shopping until midnight on Saturdays, are well-proven activities to lure many people to the city centre. This can be transferred to city
districts with growing as well as without growing magnets. Action plans implemented at district level are aimed at increasing and/or retaining the purchasing power in the city districts through a wide range of sustainable marketing campaigns. In the nine pilot districts, a set of measures was implemented designed to strengthen the local purchasing power, e.g. construction site and business marketing concepts, ad campaigns, all-day Sunday shopping, covering empty shop windows with posters, offering coupon booklets, providing neighbourhood shuttle services, to name a few.

We hope to meet the targeted goals through the joint development and experimental scheme of a set of actions implemented by district centre management, together with the local business associations and the BDS (association of self-employed) as well as joint advertising and marketing groups in Stuttgart’s city districts. In partnership with the local stakeholders (craftspeople, service providers and retailers), concrete measures and actions are developed, based on the aforementioned goals.

The actions implemented in the city districts which benefit from co-financing in the course of the EU project MANDIE, must be innovative and transferable regionally, nationally and Europe-wide.

Further measures are:
- Internet database
  www.stuttgarter-stadtteile.de to market retail vacancies.

- Not-for-free neighbourhood shuttle service targeted at residents of the city district of Feuerbach who otherwise have a long walk to the regular bus stations: shuttle for doctor’s visits and to go shopping in the centre.
- Up until now, students and university staff members have not yet been identified as target groups for nearby retailers, craftspeople and service providers. With the support of the chair in services management, a survey was conducted among 7,000 students and 3,000 university employees. A total of 1,000 questionnaires were returned.

Results
The concepts and projects were developed and implemented in close cooperation with local stakeholders. As a rule, the co-financing rate from the budget for MANDIE did not exceed 50% of the overall costs. These one-time grants are only awarded for new concepts. If activities are to be repeated, this must be incurred by the local stakeholders. There are three reasons why we support this approach:
1. Local stakeholders support this action out of their own interest because of their own financial input.
2. These actions are highly sustainable because local stakeholders have been involved from the very beginning in the concept development.
3. Concepts and ideas are being implemented that, until then, could not have been financed and thus would have been difficult to implement.
It can be observed that the stakeholders in the city districts have benefited from district centre management and from the district centre manager’s professional know-how. In the future, city districts will need to develop closer networks and exchange the developed concepts aimed at strengthening the purchasing power in the city districts.

For a detailed description of the initiatives implemented in Stuttgart please visit our website www.stuttgarter-stadtteile.de.

3.3.2 City of Frankfurt

Area
Frankfurt-Höchst has previously been an independent town, and the seat of the county administration. Höchst has a long standing cultural and economic legacy. Apart from the multinational chemical company Hoechst AG, there was the mechanical engineering company Breuer, the Ada-Ada shoe factory, furniture manufacturer Wesener and snuff tobacco manufacturer Bolongaro. All these companies indicated economic diversity and economic importance well into the post World War II period.

When in 1928 Frankfurt and Höchst were amalgamated, Höchst received special privileges and became the seat of the neighbouring Main-Taunus county’s administration. The well developed economic base was underpinned by a strong civic pride and civic commitment. Scientific societies and associations, a multitude of cultural events and a highly developed choice of schools are still distinctive of this Frankfurt suburb.

Höchst is not only the cultural centre of Frankfurt’s West but also its well developed centre for shopping offering a broad range of specialized retailers providing all daily necessities. There is a total population of about 14,000 inhabitants (of which one third are foreign nationals) residing in Höchst on an area of 4.7 km².

Initial Situation
There were mainly three developments with negative impact on Höchst:

- the loss of the county administration seat status in 1983;
- the sale of "Hoechst AG" and the subsequent transformation of the factory grounds.
into an industrial park;
- the general trend in retail at the expense of small, owner-run shops.

Retail concentrated on “Koenigsteiner Strasse”, a pedestrian zone. With a larger department store established there already in the 1920s and a variety of specialized retailers, the area could withstand for quite some time the negative impact from the large “Main-Taunus Shopping Centre”, established in 1963 only about 5 kilometres away.

Only in the 1980s, several specialized key retailers closed or moved to smaller towns outside Frankfurt, a development in favour of larger franchises and retail chains. Thus, the area previously characterized by smaller, owner-run shops developed into an area of interest for investors and real estate business.

Better housing options, outside Frankfurt, particularly at the foot of the scenic Taunus mountains, led to the out-migration of wealthy parts of the population, giving room to in-migration particularly of immigrants, who also started to use empty shops in secondary locations for their businesses. Thus, the profile of a highly differentiated and sophisticated retail mix was ultimately replaced by an undesired mix of uses.

In this subtle process, the landlords, who traditionally had strong personal ties to Hoechst, played a key role that needed to be analyzed thoroughly in the context of the MANDIE project.

By the out-migration of the traditional landlords on one hand, along with transformations towards investor and real estate driven developments on the other, completely new interests emerged. What used to be reliable investment decisions of small business owners, based on personal preferences, has been exchanged for a maximization of the rate of return from the investors’ side.

Initially, the new tenants often were prepared to pay rather high rents for properties of comparatively low quality, subsequently leading to a substantial, very visible investment-backlog, particularly of listed buildings. Less attractive utilization of ground floor spaces led to conflicts with the still strong pre 1980s traditions. In Hoechst, there exists a host of active social and cultural associations and organisations, such as “ProHoechst”, IHH Initiative Handel und Handwerk, “Altstadtverein” (Historic Centre Association) that try to focus the interest on the specific qualities of Hoechst. This has already led to some achievements.

A moderniza-
tion programme for buildings and facades provides good examples for enhancing the value of properties as well as the overall appearance of the area.

**Aims**

In order to supplement the existing “Hoechst Modernization Programme”, the MANDIE initiative for Hoechst was conceptionalized to provide real estate utilization advisory services. Through direct advice to owners as well as indirectly through “bundling” and initiation of specific projects, MANDIE aims at strengthening the image of Hoechst.

The MANDIE project area covers the historic, listed, medieval old city of Hoechst as well as what is known as Neustadt (enlargement starting from 1746), which includes the important baroque palace Bolongaro Palast.

MANDIE is designing and implementing appropriate measures and instruments to facilitate investments and new uses for vacant or otherwise under-utilized properties. Direct support to the owners, not only of the currently 24 obviously vacant shops, shall stimulate their motivation towards an improved utilization.

**Approach and Measures**

Key to the MANDIE project is the creation of a local district manager who is approachable in a local office. Opening the office twice a week means a low threshold for house owners seeking advice and support. The following is provided:

- Analysis of the property
- Design of an integrated strategy
- Ownership advice, i.e. prevention of adverse uses
- Promotion of mix of use and acquisition of new usage potentials.

All measures are coordinated by the “district manager” (Quartiersmanager) who also facilitates other local projects that aim to improve the overall conditions.

**Results**

During a first round of analysis of the local economy, the following sectors have been identified as potentially positive: health sector, tourism, small retail and services businesses as well as housing real estate development.

Approaching house owners proved to be extremely difficult, time consuming and labour intensive. Apart from complex ownership structures, the approach of houseowners, who in their majority are older than 65, is rather defensive than proactive:

- More than 60% of house owners no longer reside in Hoechst.
- Some key properties are owned by institutional owners who have no actual know-how of the local market.
- Generally owners re-act rather than act, there is no strategic thinking.

Private owners often have negative experiences with tenants, rent arrears, and damages of the property. Thus, keeping the property vacant, to them, seems to be economically wiser. As a result, no investments have been made for years, and accordingly such properties are losing in market potential. One major task of the district manager is to facilitate potential tenants in respect of their preparedness for investments in return for reduced rents.

This appeared to be very time consuming for the district manager. Thus, only by the end of 2010 initial results became apparent, however with subsequent secondary effects.

At the end of MANDIE, not only five key-properties have successfully been rented out but at least for four more properties, investment decisions have been brought on the way, resulting in 6,000 m² new or upgraded housing and another 1,200 m² modernised or newly developed retail space. Vacancies of ground floor spaces have dropped from 24 to currently 15.

During implementation it became apparent that the local stakeholders required constant
conceptional and implementation support from the district manager’s office. For instance, three schools in Hoechst have initiated, with the assistance by MANDIE, “School Workshops for Urbanity”, resulting in a website designated for local students (www.myhoechst.de). The same students have developed utilisation concepts for areas where they can meet, which is going to be implemented in 2011.

The long discussed new facade design of the so called “Kulturbunker” (a World War II relic) through monochrome streetart motives of European graffiti artists, was prepared and facilitated by MANDIE and supported by external donors. Subsequently, the role of the district manager also extended to identification of a suitable site for mobile homes, private energy contracting, forming informal structures in support of the medieval Bolongaro Street which led to the designation of a medieval “castle area”.

In the castle area, residents have concluded a neighbourhood agreement outlining their future strategies. Tourism promotion shall be furthered by the establishment of a tourist information shop, involving all municipal and private stakeholders. In general, the district manager is to provide quick access without red tape to the respective municipal offices.

All these measures were communicated to the press and in electronic media. This wide media coverage spread positive reports beyond Frankfurt city limits. The role and function of the district manager has proven successful. His functions as property advisor, planner, project developer and facilitator, in conjunction with public relations work leads to tangible and sustainable results.

The district manager can meaningfully interface existing municipal structures and local initiatives and be the facilitator of potential new investment.

Financing, however, is only possible through public money, as commercial fees will not be accepted by private and institutional property owners.

3.3.3 City of Hagen

Area
The district of Wehringhausen is located to the southwest of the city centre of Hagen; covering an area of 5.6 km², counting 14,700 inhabitants in 2010.

The settlement started in the valley along the river Ennepe and, from 1880 onwards, spread considerably up the hills. The water powered
Cause and Intention

A number of issues impair the vitality of the district of Wehringhausen today:

- High urban density in housing due to the historic building structure (perimeter blocks).
- Narrow streets, some of them without greenery or open spaces.
- Backyards are used as parking lots or obstructed by additional houses and sheds.
- The railway as well as two main roads divide the core area into two separate parts and create noise and emissions.
- The pell-mell of industry, businesses and housing reduces the value of properties.
- The closure of production plants and other companies in the course of post industrial development led to brownfield sites and left over areas mostly at the fringe of the district.
- The offer of daily supply goods in the district (local groceries) cannot be guaranteed for the future.

Compared to other districts in Hagen, the overall living standard in Wehringhausen led to an exodus of residents. Consequently, shop and apartment vacancies will increase within the next years. According to a current survey, 25% of the buildings could become vacant in near future.

According to the latest prognosis, the population will decrease by 40%, leaving about 8,600 inhabitants in 2025.

The population of Wehringhausen is characterised by:

- The age group of 18–30 year olds is over-represented compared to the rest of the city.
- A large part (26%) of inhabitants are foreign nationals.
- The unemployment rate of 15% (11% in other parts of the city) is very high.
- 13% of the inhabitants live on social benefit, this rate is twice as high as the average of the city of Hagen, which lies at 6%.
Without counter steering, the process of downturn in this deprived area will proceed. Therefore, various measures have to be found and tested to stop the decline and to bring about an upswing.

**Initial Situation**
The central part of Wehringhausen consists of a 600 m section with shops and facilities along Lange Strasse as well as an adjacent square (Wilhelmsplatz) of about 30 x 50 m.

Although the square itself is not very attractive and used as a parking space, it is the central meeting place and hosts the weekly market that is well used and frequented by the inhabitants.

Some of the retailers and service providers of the district had formed a community of interest that has been transformed into the association “Wir in Wehringhausen e.V.”.

They promote their businesses and initiate measures and events to increase the attractiveness of the district.

**Analysis**
The shop sizes along Lange Strasse and around Wilhelmsplatz are limited and do not comply with the standards of larger retail stores or chains. So far, there is no possibility to establish a larger store of 800 m² that would attract more people to stay within the district for shopping. On the other hand, some specialised retailers are well-established and attract people from the district as well as from the surrounding areas. Some of the small shop units have remained vacant for years and contribute to the negative image and picture of decline.

One of the most important aspects for a vital, sustainable district is that there is sufficient supply of food and everyday necessities within

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Source: Nicole Schüler

Source: Antje Solenski
walking distance. Residents less than 60 years of age are able to walk around 600 m. For people above 60, this distance decreases to 300 m. The difference in altitude – it is 80 m from North to South – is another restriction to accessibility of basic services, especially for the elderly. Furthermore, the routes of public transport only run along the valley but not across the hill. As a result, for many inhabitants, basic supply is not secured.

Due to the deteriorating situation and the loss of residents in the district, building owners are reluctant to invest in their houses or to obtain bank credits for refurbishment.

Approach and Measures
The city council of Hagen offered support and cooperation to the association “Wir in Wehringhausen e.V.” in order to generate concepts and measures for a constitutive, long term development of the district. Due to the cooperation, the organisation of events and measures was simplified, competences were shared and permission procedures made easier. Together, these two advisory bodies initiate moves towards a sustainable future.

Many of the specialised retailers and service providers focus on health and organic lifestyle and are known for that across the boundaries of the district. Placing this unique feature on the market, by supporting and extending it via events and actions is understood as an important step for establishing and securing a positive image of the district. The implementation of campaigns in the health sector, such as “Gesundheitstag” (health day) or “Gesundheitsparcours” (health trail) underpins the local unique selling point.

Events such as the well known “Nacht der langen Tische” (night of the long table), when Lange Strasse is lined with dozens of tables for the inhabitants to celebrate a public picnic, are good actions for promotion and to strengthen the team spirit. The establishment of a local district shop created a platform for communication and an exchange network. To stop the dwindling of purchasing power and strengthen the affiliation with the district, a circular taxi system for the elderly and disabled was introduced. The taxi picks up people at their front door and drops them off in the district centre (and reverse).

Results
Through the EU project it became clear, that, although the participating cities had different sets of issues, they all shared the same main problem: developing measures to enhance and bind the purchasing power within the districts.

Particular local campaigns were only feasible through the support of the EU programme INTERREG IVb, e.g. the health day (“Gesundheitstag”). This event was carried out by many local retailers and service providers of Wehringhausen and gave them the opportunity to offer their range of products and services to a broad customer base. As a result, the demand for...
these products and services increased and more businesses joint the initiative “Wir in Wehringhausen e.V.” that turned into an association.

Some of the previously vacant shops are already rented out and extend the range of goods offered within the district. Due to the increased number of members, the association’s continuance and the sustainability of single, long term measures are secured. For example, the private sponsorship and care for some of the public greenery, which contributes to a positive atmosphere in the street.

A network has been established, where local participants, the council as well as political members communicate, and where deficits and issues are detected and tackled immediately.

Measures that were initiated and tested during the EU project MANDIE and proved successful, will be continued by the initiative “Wir in Wehringhausen e.V.”.

The district centre of Wehringhausen gained a lot of public interest through the MANDIE activities (events, press releases etc.). As a consequence, the centre’s image improved. Wehringhausen is on its way to becoming a vibrant, active and innovative place.

However, if this positive new image is not be backed up by reliable, permanent qualities, it will only have a short-time effect. These image gains may be lost if the general decline in the district continues (because of worsening of buildings, vacancy of apartments, migration and overaging of residents ...).

Transferability

The measures and public relation activities can be transferred to other situations, but rather in principle than in detail:

- The Gesundheitstag and Gesundheits-Parcours (themed health days) were developed from the high proportionate share of small specialist shops (health/organic food/therapists/pharmacies/doctors ...). In other areas, other local themes or business clusters may be identified.

- The Nacht der langen Tische (“Night of the long table”), a street party on the closed main road, the Christmas activity Beleuchtetes Wehringhausen (“Illuminated Wehringhausen”, 1,000 candles and coloured street lightning in the district centre) and the District Bellman are easily transferred to other areas.

- The District Shop (a caretaker’s office in a formerly vacant shop – comparable to the management of an indoor retail park) is a modified new solution for traditional district structures and is also transferable to similar district structures and sizes.

- The local network (of local participants, members of the city council, local politicians ...) formed during the MANDIE project was adopted from the English project partners, who are much more experienced in partnership cooperation.

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3.3.4 Oldham Metropolitan Borough Council

The town centre is home to almost 1,000 organisations. Its retail offer is based around the 460,000 sqft (43,000 sqm) Spindles Town Square Shopping Centre and the 65,000 sqft (6,000 sqm) Tommyfield Market Hall, and the main leisure facilities are the Coliseum Theatre, the Gallery and the Sports Centre. There are also three educational institutions, attended by 9,000 students: the University Campus, the Sixth Form College, and the Vocational College. The expansion of the Manchester conurbation’s light rail network, Metrolink, to the town centre is currently underway.

Cause

For local retailers, today, trading is being made increasing difficult by the growing strength of Manchester City Centre, out-of-town centre retail parks (notably, one of the largest out-of-town centre retail parks in England – the Trafford Centre – is in the Manchester conurbation) and internet retailing. Profits can also be affected by crime, such as shoplifting, that directly impacts on businesses or anti-social behaviour and graffiti that impact on the trading environment.

Oldham has had a town centre management initiative since 1997. Key public and private sector organisations work together to make the town centre a successful, sub-regional location for retail, leisure and commerce. They work in partnership as the Town Centre Partnership, combining their knowledge, activities and funding. The Town Centre Partnership consists of the Council, Police, the public transport provider, the Shopping Centre, major stores, and the Theatre. Their work covers themes like marketing, business support, environmental quality, safety, transportation, and inward investment.

In 2007, the Town Centre Partnership sought to increase the profitability of the town centre by creating a competitive advantage for it and tackling crime that affects businesses.

Area

Oldham is located in the north of England, in the northeast of the Manchester conurbation. It covers 142.5 sqkm and has a population of 219,500. During the 19th century, Oldham rose to prominence as an international centre of textile manufacture but, today, it is predominantly a residential, satellite town of Manchester City Centre.
Intention
This step-change in activity for the Town Centre Partnership required a new model of funding.

Legislation had been enacted in England in 2004 for the establishment of Business Improvement Districts. These have been in existence across Canada, the USA, New Zealand and South Africa since the 1970s. A Business Improvement District (BID) is a partnership between a local authority and all the businesses within a specific area, which delivers defined activity to improve the trading environment. It is established through a formal ballot process and lasts for a maximum of 5 years. The activity is funded through a levy on the businesses. All activity must be additional to that delivered by statutory agencies.

The Town Centre Partnership identified that it could raise the economic viability of the Town Centre through the creation of a BID. Business ratepayers (i.e. occupiers) would pay the levy over a 5-year period, which would be equal to 1% of the rateable value of their business premises. Alongside this, the Town Centre Partnership would commit £39,348 (44,220 Euro) each year.

The BID would be operated by a non-profit making organisation – the BID Board. This would consist of BID members from a range of business sectors and organisations. There would also be representation from the Council.

Initial Situation
A working group was established to develop the BID proposal. £20,000 (22,500 Euro) was secured from the Northwest Regional Development Agency to support the process. A prospectus for the BID proposal was distributed to businesses throughout the Town Centre. This was accompanied by a questionnaire to identify whether the BID proposal should be pursued through to ballot and, if so, which activities would be supported to create a competitive advantage for the town centre and tackle crime that affects businesses.

There was an initial response rate to the questionnaire of just 29%. To ensure an adequate response rate, work was undertaken to encourage businesses to return their questionnaire. This increased the response rate to 53%. The results of the questionnaire were that 53% of respondents were in favour of the BID proposal, 8% were against and 36% were unsure. Regarding activity, respondents were in favour of projects that improved the appearance of the town centre, generated footfall and improved security.

Analysis
In order for the ballot to succeed, those voting in favour needed to represent a majority (over 50%) both in terms of votes cast and the total rateable value of properties within the BID area. The response to the questionnaire indicated that the BID proposal would be supported in a ballot.

Those businesses that did not respond to the questionnaire alongside those that indicated they were unsure presented, however, a key risk to the BID proposal. They could vote against it in the ballot. Analysis of these businesses showed that many were located outside of the core retail area.

Approach
The BID working group arranged for an independent, formal ballot to be run. As part of this, it produced a business plan that detailed the proposed BID activity and levy upon which businesses were being asked to vote. The following activity was proposed:

To improve the appearance of the town centre:
- A member of staff would provide a rapid
service with regards to street cleaning from Wednesday to Sunday. This “caretaker” service would include picking-up litter, removing fly-posting and washing street furniture.

- Pavements would undergo a steam clean treatment twice a year to remove ingrained dirt and chewing-gum.
- Incidents of graffiti would be removed from both public and private property.
- Additional floral displays would be installed for both the summer and winter seasons. This would include the provision of two, fully-dressed and illuminated Christmas trees.

To generate footfall:
- Marketing and promotions activity would be increased both in scale and frequency.

To tackle crime that affects businesses:
- A full-time member of staff would deliver a partnership initiative between businesses and statutory agencies (the Council and the Police). Intelligence on known and suspected offenders would be collected and shared. As part of this, a radio system would be operated. The intelligence would also be used by the partnership to issue orders that excluded individuals from the BID area.

**Measures**

Four measures were taken to ensure a successful ballot. Firstly, to mitigate the risk of those businesses located outside the core retail area voting against the proposal, the BID area was reduced (to cover 436 rateable value properties).

The second measure sought to encourage support for the BID proposal. A series of demonstration activities were undertaken over the course of a year, funded by £250,000 (280,000 Euro) secured from the national Neighbourhood Renewal Fund.

Thirdly, to identify whether the proposed BID activity would be supported by businesses, an interim ballot was held. Whilst 63% were in favour, they only represented 37% of the total rateable value of properties.

The final measure aimed to encourage voter turnout by those businesses in favour of the proposal. Extensive, targeted lobbying was undertaken. In the context of the interim ballot results and the need to raise representation of the rateable value of premises, big businesses were a particular focus.

**Results**

The BID gained a formal mandate. 76% of voters were in favour. They represented 56% of the total rateable value of properties. There was a turnout from businesses of 45%.

The creation of the BID has allowed £790,805 (890,000 Euro) to be raised from business ratepayers over five years. Together with a contribution of £208,904 (230,000 Euro) from the Town Centre Partnership, a total investment of £999,709 (1.1 million Euro) has been made available to raise the economic viability of the Town Centre.

**Transferability**

One of the main lessons to be learnt from the creation of the BID is that resources need to be targeted. The BID area was reduced to leave out those businesses that could vote against
the proposal. Support and voter turnout was encouraged amongst big businesses to raise representation of the total rateable value of properties.

Linked to this, another key lesson is that significant resources are needed, partly before a BID can be established. Members of staff and funding were needed to deliver the demonstrator activities. A lot of time was also taken encouraging support and turnout from businesses.

### 3.3.5 Bury Metropolitan Borough Council

#### Area

Bury Council is a Metropolitan Borough which comprises of six distinct townships of Whitefield, Radcliffe, Prestwich, Ramsbottom, Tottington and Bury. Bury is the central district where the Local Government administrative function is based.

Bury is part of the Greater Manchester City Region which comprises of ten local authorities who work together to drive forward the economic activity of the city region that, since the 1970s, has suffered from economic decline in manufacturing.

#### Initial Situation and Cause

Bury is in direct competition with neighbouring towns and cities to attract investment and visitors to the district centres. Therefore, Bury had to position itself on the regional market. Although “Bury market” (an open air market for regional products, mainly food) is a national attraction that draws visitors from across the north of England, other parts of the town centre were in poor shape (vacancies, limited offers, negative perception).

In 1988, it became clear that a major, new mixed-use development with retail and leisure facilities could be attracted to Bury town centre (“The Rock”, £350 million/390 million Euro investment). This dramatic change – the Rock was the only major retail development that opened its doors for business in 2010 in the

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UK – offered the chance to diversify the local economy and attract more private sector investment to the borough.

**Approach**
Several studies were conducted that identified the needs, uses and key challenges in order to build a fully rounded town centre. The role of the Council was to facilitate inward investment from the private sector.

The Bury But Better report (2009) outlined a vision for a more prosperous and successful Bury town centre. It laid out a strategy for the centre to build on its success in providing a good mixed service and retail offer, which, together with its unique market, both meets the needs of its local catchment and attracts visitors from the wider region. It also set out the need to provide a diverse offer of business, retail, leisure and residential areas.

Bury’s Economic Strategy 2010–2018 contributes to the shared Bury vision of making the borough “a great place in which to live, work, visit and study” and supports the ambitions that will make this vision a reality:

- The place to live in Greater Manchester.
- An area where people feel safe and secure.
- Healthiest Borough in the North West.
- Popular visitor destination.
- Premier retail town in the North of Greater Manchester.
- Centre of excellence for education and training in the North West.
- Each township thriving.
- An area with first class services.
- Quality jobs for Bury people.

Team Bury, a network of geographic and thematic partnerships across the Borough including Public Health, The Police, charitable organisations and local further education colleges, and the Economic Partnership, consisting of Council Officers, private sector businesses and College Principals, are committed to achieve these ambitions by 2018.

**Intention**
The MANDIE project for Bury was established to develop brand awareness of Bury as a place to shop and visit. Intentions are:

- To raise Bury’s profile within the city region.
- To push up Bury’s ranking in the consumer footfall index, to entice new shoppers into the town.
- To raise the awareness of the Bury ‘offer’ to investors and consumers.

**Bury exciting**
So much to see and do in town and around

**Bury impressive**
£1.6 billion invested to make Bury even better

There’s so much happening to make Bury a brighter, better, more exciting town, you’ll hardly recognise the place. New shops, restaurants and leisure quarter, new visitors, new attractions, new optimism, new drive and new ambitions.

All backed by the heritage of a stunning setting, an award winning market and a famously friendly welcome.

So if you haven’t been to Bury recently, it’s time you checked out the changes - you’ll be Bury surprised.

visit Bury soon
or visit our website at www.burysurprising.co.uk
Results of MANDIE – Approaches to District Centre Management

To establish a recognisable brand that can be replicated in other areas to encourage regeneration and inward investment.

To create jobs for local people to push up the spending power within the locality.

Measures
The Bury Place initiative was launched in spring 2009 and ran until September 2010. This two year programme was designed to promote and market the district centre of Bury and the wider borough to show the attractive and exciting opportunities on offer in the borough.

The foundation of the place campaign is the Bury Brand Book, which was produced in 2007/8. This document sets out the look and feel of the brand and also the key aims and objectives which the Place campaign set out to achieve. The brand utilised the ‘Bury Better Placed’ strapline and the campaign activity to date has demonstrated why Bury is better placed to shop, live, work, study, visit and invest in.

The brand book was circulated to all of the council’s key partners, including private sector development partners, the police, fire, Chamber of Commerce, local colleges, MIDAS Investment Agency and the National Health Service. This ensured that all partners who have a stake in the borough could utilise this marketing document to make sure that we all worked together to promote the same key messages.

Results
The Rock opened doors in July 2010. It incorporates a new town centre cinema, bowling alley, flag ship retail stores and eight new restaurants. The large scale development has increased the number of visitors to the town. Over 20 million people have visited the Rock since its opening. Prior to the opening of the Rock, Bury was ranked as 167th in the CACI ranking (an annual ranking of 3,851 UK retail centres). It is estimated that by May 2011 Bury will move up to 62nd place. This will have a positive influence on attracting major retailers, restaurants and leisure into the area. The success of “Bury market” has been complemented by a new office sector with over 100,000 sqft (9,300 sqm) of office space let to public and private sector tenants.

Other developments now under construction at Townside and Chamberhall Business Park will also contribute to Bury’s attractiveness as a location for business investment. These regeneration projects were supported by the Bury Town Centre Partnership, which ensures that the town centre integrates effectively as Bury expands. Therefore, today, Bury is in a good position to build upon and expand its economic base.

However, other smaller town centres and retail areas also form part of the borough and contribute to Bury’s overall vitality and diversity. The other towns in Bury (Radcliffe, Prestwich and others) have also seen considerable regeneration. Ultimately, the success of these large and small-scale sites will be dependent on their long-term competitiveness and attractiveness to investors, employers, residents and visitors.

Transferability
The Rock development constitutes a unique local development opportunity for Bury. During the development process, it was secured that the scheme involved and was aligned with goals that the community benefits from (e.g. creation of jobs for local residents, share of housing, matching branch mix, connection to Metrolink, consideration of Bury market, etc…). Key messages that helped to build pride of place were identified (Brand Book) and clearly communicated via marketing campaigns.

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3.3.6 City of Antwerp

Area
Antwerp, the largest city in Flanders, consists of nine districts. One of these districts is Merksem. The district of Merksem takes up 4% of the total area of the city of Antwerp. The territory of Merksem occupies approximately 828 hectares, and it is located north of Antwerp city.

The history of Merksem goes back to the Gallo-Roman times. Then there was already talk of “Merk” (border) and “Heim” (settlement) belonging to the diocese of Cambrai. Merksem has for centuries formed a whole with the municipalities Schoten and Sint-Jobin-'t-Goor. Already in the sixth or seventh century, the Frankish colonists first settled here. In the 16th century, Merksem separated from Schoten.

Merksem in the early 1800s had about 750 inhabitants and it was, up to half of the 19th century, a rural town. From Merksem, straw was delivered to the city of Antwerp, so the inhabitants of Merksem are still known as the “straw farmers”. This rural character disappeared when industrialization began in 1874. In that year, the land of the “Court of Merxem” was bought by S.A. Etablissements Industriels et commerciaux de Merxem. This company requested and was granted permission to dig two shipping docks. In 1891, there were close to 16 companies located in these docks. Today, there is still a lot of activity. Many firms find the location at the Albert Canal a big plus.

Industrialization and the central location influenced the growth of the district population. Today, Merksem has nearly 41,000 inhabitants composed of a mixed population with 78% native inhabitants and 22% from elsewhere, mostly from Morocco. The main shopping area is called Bredabaan.

Initial Situation
Town Centre Management Antwerp was established in 2000. It aims at creating a positive retail environment and to support the development of sound shopping areas. It is based on the policies of an inventory of the Antwerp shopping areas and a “Retail Urban Development Plan”. It gives advice to decision-makers from politics and administration, to retailers, to urban development projects etc. and it implements projects.

Within the MANDIE project, the neighbourhood of “Bredabaan” is in focus. The Bredabaancentrum, the shopping centre of Merksem, has, since the Middle Ages, been the port of Antwerp to the North. Bredabaan is the major shopping area and centre for the district. The street, together with some side streets, stretches out for more than 2 km, and it contains some 420 business premises. This shopping area presents itself as a district shopping centre and offers mostly shopping goods.

However, there is a threat of further deterioration of the area, since a vicious circle has commenced:
- Since 2007, the vacancy of business premises has increased by 5% and counts 20% today, while shop density has decreased by 4%. The share of “image-lower-


Results of MANDIE – Approaches to District Centre Management

...ing” shops has increased to 7%. It is clear that the overall local character, the shopping offer and the appearance have lost ground. Convenience and restaurants take place for a part, but can not fill the whole street. A strength is the weekly market on the Sint-Franciscusplein.

- Bredabaan has excellent public transport links, and is also easily accessible by private car. Parking is not very often a problem. But the road marking of the parking facilities could be improved. However this can cause problems.

- The Bredabaan also has a lot of competition from the “Wijnegem Shopping Center”, from the very close and high-quality Antwerp city center as well as from the shopping area in Brasschaat, a neighbouring town.

- The accessibility of the Bredabaan by car as well as public transport has a negative effect on the shopping environment: there is a lot of busy and heavy traffic on the road. The shopping street is, (due to public transport, the width of the street and a confined number of pedestrian crossings) very difficult to cross over. There is no separate cycling track, and the Bredabaan lacks any quality green, spaces or squares for leisure and resting (e.g. benches). The image of a “pleasant shopping street” has changed over the years into a “busy traffic artery and access road”.

- The Bredabaan has changed over the years in the profile of its commercial offer. This is a result of the socio-demographic evolution in the neighbourhood of the Bredabaan: a comparably high degree of unemployment, long-term unemployed and people with foreign background. This is why the older inhabitants of Merksem often have a problem in perception. It is noted that the age category of 65 years and more had the worst opinion of the shopping area. They stated very clearly that they miss certain types of shops and supplies (e.g. quality clothing). Every new night shop or telephone shop opened is a sign of loss for them. Nevertheless, there is a large number of branch stores and self-employed specialty shops that you will not find in other shopping streets.

- The lack of plans for the reconstruction of the Bredabaan creates a renovation backlog. Property owners, shop keepers as well as potential investors refrain from investing in the shopping street.

- The local shopkeeper union does no longer exist.

Antwer - Merksem (Bredabaan)

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Bredabaan
District: Merksem
45,700 inhabitants
Part of: Antwerp, Belgium
482,405 inhabitants

History
Rural village with Gallo-Roman origin that developed near to the city of Antwerp. Bredabaan was a gateway to the North, industrialisation (1874). Merksem was incorporated into Antwerp in 1983.

Centre status
Important on municipal level: local supply and subregional shopping

Spatial connection
Good public transport connection to Antwerp city centre by bus, tram and car (exit to ring road R1). Bredabaan is used as a shortcut to the city centre (tram traffic burdens).

Urban structure
Mix of turn of the century and newer buildings.
Measures

Measures and instruments that were taken for the MANDIE project focused on the revitalization of the shopping functions of Bredabaan, such as:

- Because of the problems mentioned above, the city of Antwerp developed strategic ideas in cooperation with the partners. A strategic vision has been elaborated that states general objectives. A number of short-term and mid-term objectives were formulated in order to improve the situation on the Bredabaan with respect to the problems identified. In addition, measures that are suited to counteract downgrading and continued loss of image in the area were identified. General objectives were the implementation of a shop vacancy management as well as a diversification of the local retail offer. On the other hand, action towards controlling unwanted development as well as issues of public space are not in the authority of the Town Centre Management.

- In particular, Antwerp concentrates on
  - stimulating new business projects
  - attracting new retailers
  - stimulating communication between several stakeholders
  - improving commercial mix
  - developing an identity (branding)
  - renovation subsidy as a tool for vacancy management.

- Renovation allowances: The renovation of commercial premises was promoted by an allowance funded by EFRD (European Fund for Regional Development).

- Allowance for “renovation of the façade” amounting to 75% of the invoice amount (excl. VAT); with a maximum of 17,500 EUR. These works must at least cost 1,500 EUR (excl. VAT).

- Allowance for the beautification of the commercial space at the rate of 50% of the in-voice amount excl. VAT with a maximum of 7,500 EUR. These works must at least cost 1,000 EUR (excl. VAT).

- Sticker project: Information stickers were designed that cover empty shop windows:
  - They express customers’ and traders’ expectations in terms of desired retail in the area (information gathered from passers-by surveys and workshops with retailers, catering managers, owners and associations in the context of the strategic visions).
  - Each sticker displays expectations specifically in alignment with the available commercial property. Pictures can be changed with each new use.
  - Benefits: Interested persons immediately know if the activity meets the expectations of the location, it is a pragmatic way to get in touch with owners of commercial premises, stickers give tangible and efficient guidance, an extra trust allows a development to achieve the best response to the local trade offer.

Results and Transferability

The city of Antwerp successfully implemented a shop vacancy management and continues to focus on the diversification of the local retail offer.
During the period of 2 years, 23 (shop) owners were granted renovation allowances. After renovation was done, an improvement in the streetscape could immediately be noticed. It is possible for other governmental institutions to take over this allowance if they have resources available to co-fund it.

In total, 5 premises have been provided with a window sticker. This project is very easy to apply in other streets with vacant premises. It only requires some budget and the owner’s approval.

3.3.7 City of Eindhoven

Area
Doornakkers is a neighbourhood in the district Tongelre at the east side of Eindhoven. In 2008, the construction of the community centre ‘De Toeloop’ kicked off the development of a new (private) housing area called Tongelresche Akkers. About 7,000 inhabitants live in the existing neighbourhood of Doornakkers. With the new (private) housing area, the number will rise to 10,000 inhabitants.

Eindhoven is built out of seven former small villages that became the seven districts of the City of Eindhoven during the late 19th and early 20th century. Because of this fact, all these former little villages had their own retail centres. In case of Doornakkers, the two main shopping streets were built in the late ’40s and early ’50s. The traditional inhabitants of Doornakkers are workers of (series) production factories such as DAF Trucks, Campina and Philips.

During the last 20 years, the neighbourhood has changed: new (foreign) people came in, the quality of the houses and the surrounding area decreased. The amount and quality of the local shops reduced and Doornakkers became a deprived neighbourhood with negative image. In 2007, a new centre area, De Toeloop, was developed that offers housing, shops, education and social care.

In 2008, due to the MANDIE project, the City of Eindhoven initiated the process to develop a new image and identity for Doornakkers in general and specifically for the new centre area that is the linking point between the old and new residential area of Doornakkers.

Cause
Doornakkers is one of the most deprived areas in Eindhoven. In 2006, as a result of the national government programme, Sociale Herovering, Doornakkers received extra attention and investment possibilities for the first time in its history. In 2007, the national government started the Krachtwijken programme that foresaw extra social and economic attention and investment in the 40 most deprived areas in the Netherlands. The three major themes of this programme in Doornakkers are: health, multi problem households and local district economies/labour market.

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Stake and key holders working in Doornakkers
The MANDIE project created the opportunity to invest in image building and development of a marketing and communication strategy. Within the general developments in Doornakkers, great commitment and contribution among stake and key holders as well as among inhabitants could be achieved. Due to this commitment, several products and processes that contribute to the targeted ambitions could be delivered.

**Intention**
- Achieve a positive image for Doornakkers in general and specifically for the new centre area De Toeloop;
- Achieve less shop vacancies and a better retail mix in the former shopping streets and create sustainable future perspective for new entrepreneurs;
- Create a business centre in Doornakkers for local entrepreneurs;
- Generate a high contribution and commitment of partners within the neighbourhood contract;
- Create a meeting and information centre with a business account manager for start-ups and local entrepreneurs;
- Develop a marketing and communication strategy for Doornakkers and its stake and key holders;
- Develop new tools for communication and citizen participation based on lifestyle analyses;
- Develop a vision and master plan for Doornakkers for long term investment.

**Initial Situation**
A negative image and atmosphere towards a neighbourhood results in a general lack of interests for investments, loss of regular maintenance in the public domain, reduced investment in social housing and growing vacancies and changes in retail and entrepreneurship.

The emergence of large supermarkets outside the neighbourhood resulted in less shops and visitors to Doornakkers. The branch mix changed from daily supply shops to doubtful shops or vacancies and the two main shopping streets became deprived streets.

Besides the long term changes in Doornakkers due to physical and economic attraction, the community became more multicultural, and the general income of the inhabitants also decreased to the lowest of Eindhoven. Due to these elements, Doornakkers was assigned into the national programme Krachtwijken.
The construction of the new centre area De Toeloop, the construction of 900 private houses and the national programme Krachtwijken have to change the perception of Doornakkers into a more positive image and allow the provision of local amenities for the future.

**Approach**

The department of district management of the City of Eindhoven provides for deprived areas a senior project manager who is responsible for the development in an area. In Doornakkers, the organization is imbedded in an organization structure called The Alliance. The city of Eindhoven and the (biggest) housing association Woonbedrijf are both responsible for the development of the vision and the process coordination to carry out the Krachtwijk approach and development of the marketing and communication strategy.

To achieve best results, The Alliance invests in:

1. Participation and commitment of the key stakeholders;
2. High civic commitment and citizen participation;
3. Extra investment in staff, budget and tools;
4. Improving the image of Doornakkers for a successful use of the new centre area De Toeloop and drawing investment to the existing old shopping streets;
5. Communication and support to local entrepreneurs (www.linkedin.com group: Open Coffee Doornakkers)
6. Design a new policy for local economies.

**Results**

The main objective, development of a marketing and communication strategy for image building succeeded in a positive way. The main stakeholders City of Eindhoven and housing association Woonbedrijf provided the process and programme.

Within the strategy, the tools of communication and target groups in Doornakkers are specifically defined by a lifestyle analysis. Five keyholders contributed to the strategy’s development and for 2011 to 2014, there is a request for financial participation to carry out the marketing and communication strategy.

The secondary objectives in Doornakkers resulted in an improved neighbourhood contract. 14 partners signed the contract and are committed to carry out all projects and activities in a successful way.

**Measures**

- New logo (“Doornakkers Altijd in de Buurt”)
- New design of the newsletter
- New design/finetuning of the website
- Invitation to all inhabitants, stake and keyholders to participate in the vision sessions for Doornakkers 2030 (September/October 2010) in accordance with the new marketing and communication strategy
In July 2010, the kick-off meeting for the development of the new vision of Doornakkers 2030 was held. In September and October comprehensive citizen participation took place. In June 2011, the final document vision for Doornakkers 2030 will be decreed by the City Council of the City of Eindhoven.

In advance, the account manager of Local Economies designed a new local economy policy. Four elements are carried out:

1) In contacting the entrepreneurs and local retailers, the City of Eindhoven provided a business account manager.
2) Frequent coffee corner for local entrepreneurs for information and trainee ship (“OPEN COFFEE DOORNAKKERS”).
3) Investment to develop a business centre in Doornakkers for local entrepreneurs. This last development is now a business case study in relation to one of the former school buildings.
4) Together with the housing association Woonbedrijf, the Entrepreneur Award for starting companies was initiated. In 2009, the first award winner received free coaching.

In a city anthropology research study by Wijkwiskunde, the history of Doornakkers, the cultural habitat of the citizens, important buildings and expectations were investigated. Crossover match-merge results in negative experiences towards different cultural habits and translate and provide these in similar wishes, ambitions and new chances in reconstructing the social and physical developments. Due to deep investigation, meetings and counseling it resulted in a new perspective how to programme and re-define buildings, social investments and perspective for different cultural habitats.

Transferability
Four methods of the City of Eindhoven may be transferred onto transnational partners:
- Neighbourhood contracts
- District communication and marketing strategy
- Lifestyle analyses
- City anthropology research.

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3.4 Survival Kit for Retail in Ailing Districts – Results of a Survey Conducted among Retailers

In the past, the places MANDIE has been working on, i.e. suburban areas, used to be dynamic commercial poles. Today, these same districts are put in jeopardy by the development of new commercial “bulldozers” such as shopping centres, retail warehouses and parks, malls, etc., and are still facing a weakened yet still strong city centre. Confronted with out of town centres, commercial war machines and still attractive hearts of cities, districts’ retail must position itself in a unique way and can only survive thanks to a strong adaptive behaviour. There are greater chances of success if retailers differentiate themselves from the commercial titans. The best way to do so is to go for a strong, determined and resolute positioning.

In the course of the MANDIE project, AMCV conducted a survey among retailers in ailing districts. The results were published in the separate volume “Survival Kit for Retail in Suburban Districts – A smart guide to successful retailing in declining areas” (see cover picture beside). It gives simple keys to successful retailing.

From the questionnaires undertaken by Belgian, German and Dutch partners from MANDIE, it clearly appears that successful businesses in ailing districts divide themselves in two main categories:

1. either positioning themselves on basic commodities – the stores that are answering basic needs – food, clothing, ... 
2. Or they position themselves on highly specialized products – their exclusive range of goods attract people beyond the district and turn these shops into destinations

Once the positioning is set, and whatever it may be [either basic commodities or specific products], there are seven points to be taken into account to turn businesses into winning machines. It starts with the environment and goes on with six other main keys which, unlike the environment, are directly related to the shop: outside, inside, retailer and staff, service, marketing and communication and of course the offer itself.

This volume tackles all the aforementioned topics in order to give simple keys to successful retailing. These elements are the result of the analysis from interviews with retailers in Belgium, Germany and the Netherlands.

Cover picture of guide

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Training Concept District Centre Management for Students of Public Administration, Urban Planning and Economics
From the MANDIE partners’ reports it becomes clear how multi-faceted the challenges of District Centre Management are. Depending on the respective project, knowledge from economic development, urban marketing, real estate, urban planning and urban design has to be activated. A district manager should have a professional background and be experienced in at least one of these fields.

Equally important are his competences in self-organisation and communication. Knowledge about project management, process planning, the development of communication strategies and moderation skills are essential, as well as general interpersonal qualities and the ability to communicate.

Three universities took part in the MANDIE project:
- Hochschule für Verwaltung und Finanzen (HVF) Ludwigsburg (University of Applied Sciences Ludwigsburg, Germany)
- Hochschule für Technik Stuttgart (HFT – University of Applied Sciences Stuttgart, Germany)
- Institute of Place Management (IPM), Manchester Metropolitan University (MMU)

They developed study modules for District Centre Managers within their study programmes – urban planning, business studies and administration – and tested them on their students.

For the Bachelor’s programme “Upper Grade Public Service – Public Management“ at HVF in Ludwigsburg, a two-term study offer has been worked out and implemented since 2010. It comprises the subjects of economic development and real estate, urban planning, social affairs as well as fundamentals in law, communication, project management and academic research.

The Institute of Place Management (IPM) at Manchester Metropolitan University (MMU) together with the Association of Town Centre Management, London, has devised a study course Place Management that allows practitioners to pursue a degree while working as district managers. It imparts fundamental Place Management knowledge in the areas of economy, process organisation, participation concepts and social skills.

In the following, the different study offers are introduced. A final chapter outlines the job profile of District Centre Managers and the required competences.

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4.2 Scope of Lectures for Urban Planning Students at the Hochschule für Technik (HFT – University of Applied Sciences) Stuttgart

4.2.1 Project Approach

Background Information
The Master's in Urban Planning at the University of Applied Sciences Stuttgart was introduced in 2001 and is one of the first courses of its kind in Germany. It was accredited in 2004 and 2009. Graduates and job holders from different fields (planning, architecture, civil engineering, landscape architecture, surveying, geoinformatics, geography and other space-related professions) may gain further skills in urban planning whilst working towards a post-graduate degree. The special nature of the course lies in its practically orientated, comprehensive training with theoretical background. There is a concept of integrated, compact education that also imparts operational and management skills. A lot of the students are employed and study part-time. According to the programme's holistic approach, the students shall become acquainted with legal and formal planning instruments, funding opportunities (national and federal programmes for urban regeneration and urban development), informal and strategic planning with public participation, but also learn to achieve urban design quality for public space, buildings, streets and parks.

Lecture Tool Kit for Planning Studies
Besides being a member of the Scientific Advisory Board, the HFT is mainly responsible for developing, testing and evaluating a Lecture Tool Kit for Planning Studies that incorporates the subject of district centre development and management. Therefore, the theme of district centre development is going to be implemented into the existing study programme in order to

- establish it as a field of specialisation
- qualify the students to work as district managers
- further develop and adjust the study modules of the programme
- test various teaching methods
- refine and expand the existing scope of classical urban redevelopment instruments and measures in Germany
- benefit from international and interdisciplinary exchange.

4.2.2 Curriculum

Teaching approach
The core courses of the study programme are project-based. In the integrated study projects, the students work on planning challenges taken from real life. They analyze case studies and develop concepts in interdisciplinary teams, whereas the focus of work (urban development, urban design, urban regeneration) and the scope of area (lot, area, neighbourhood, district, entire municipality, regions) may vary. The study project is interlinked with courses that provide the necessary theoretical, legal, technical and specialist background. In addition, students can select from elective courses in order to specialize in certain fields of study. Teaching takes place in close cooperation with planning practitioners, as experts from urban planning authorities, public departments, town planning agencies and consultancy firms complement the staff as external lecturers and instructors.
The subject of district centre management is already part of the existing courses of the study modules or can easily be integrated (see picture and table below). One main focus is the study project on urban regeneration where fundamental knowledge is applied in cooperation with municipalities and local stakeholders. Furthermore, more specific elective courses were developed in order to allow a specialisation in District Centre Management.

### 4.2.3 Courses Taught (Structure, Content, Participants, Feedback)

#### Learning Objectives

- In order to qualify the planning graduates for working in the field of district centre management, the courses focus on
  - gathering knowledge on the complex interrelation between urban development, political goals and local economic interests
  - analyzing typical processes of development in district centres in Northwest Europe
  - developing district development plans
  - creating design plans for public space and building structures
  - steering and moderating complex processes in interdisciplinary teams
  - developing management and planning strategies for districts and
  - negotiating the interests of different stakeholders and local inhabitants.

Between 2009 and 2011, seven courses have been taught that focused on district centres. Furthermore, four master theses on centre development have been accomplished. Altogether, 118 students participated in courses on district centre management.
<table>
<thead>
<tr>
<th>Semester</th>
<th>Title of course</th>
<th>Target group</th>
<th>Contents</th>
<th>Participants</th>
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<tr>
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<td>M 9: Integrated study project urban regeneration</td>
<td>Master in Urban Planning</td>
<td>Case study Frankfurt-Höchst: district development concept, field trip to UK</td>
<td>14</td>
<td>8</td>
<td>Prof. Dr. Detlef Kurth</td>
</tr>
<tr>
<td>Summer Semester 2009</td>
<td>M 14: Master Thesis</td>
<td>Master in Urban Planning</td>
<td>Theses on centre development in polycentric towns in the Stuttgart region (Weinstadt, Ostfildern)</td>
<td>2</td>
<td>30</td>
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<tr>
<td>Fall Semester 2009/10</td>
<td>M 10: Planning for built-up areas I</td>
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<td>12</td>
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<td>Prof. Dr. Christina Simon-Philipp &amp; external experts</td>
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<td>Master in Urban Planning</td>
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<td>Dr. Donato Acocella &amp; Oliver Leicht</td>
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<tr>
<td>Summer Semester 2010</td>
<td>M 9: Integrated study project urban regeneration</td>
<td>Master in Urban Planning</td>
<td>Case study Hagen-Wehringhausen: district development concept, field trip to the Ruhr region</td>
<td>19</td>
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<td>Prof. Dr. Detlef Kurth &amp; Päivi Kataikko</td>
</tr>
<tr>
<td>Summer Semester 2010</td>
<td>M 10: Planning for built-up areas II</td>
<td>Master in Urban Planning/ Bachelor in Architecture</td>
<td>Concepts for the redevelopment of the district centre Rintheim in Karlsruhe</td>
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<td>4</td>
<td>Prof. Dr. Christina Simon-Philipp &amp; Elmar Gross</td>
</tr>
<tr>
<td>Summer Semester 2010</td>
<td>M 14: Master Thesis</td>
<td>Master in Urban Planning</td>
<td>Theses on centre development in Frankfurt-Rödelheim and Stuttgart</td>
<td>2</td>
<td>30</td>
<td>Prof. Dr. Detlef Kurth &amp; Prof. Dr. Christina Simon-Philipp</td>
</tr>
<tr>
<td>Fall Semester 2010/11</td>
<td>M 13: Elective course location theory II</td>
<td>Master in Urban Planning</td>
<td>Centre development, district management, regulation of retail and unwanted land use</td>
<td>22</td>
<td>4</td>
<td>Dr. Donato Acocella</td>
</tr>
<tr>
<td>Fall Semester 2010/11</td>
<td>M 13: Elective course Special topics in urban planning</td>
<td>Master in Urban Planning</td>
<td>Organizing a scientific symposium</td>
<td>2</td>
<td>30</td>
<td>Dr. Karoline Brombach</td>
</tr>
</tbody>
</table>
4.2.4 Short Description of the Courses

Integrated Study Project Urban Regeneration (ISP 3)
In the summer semester 2009, the students teamed up to develop a comprehensive development plan for the district of Frankfurt-Höchst. After a careful analysis of the urban structure and the potentials and deficits in the district, a guiding vision for urban development was worked out. It covers the fields of urban regeneration, spatial connections, image and marketing, and social and cultural infrastructure. The project’s final report also contains planning proposals for selected areas of study. During the semester, a field trip to the UK. provided insights into the British practice of urban regeneration. Several on-site visits to Höchst were undertaken and the project’s results were presented to local stakeholders. Responsible lecturer: Prof. Dr. Detlef Kurth.

In a second edition of this course in summer semester 2010, planning proposals for the district centre of Karlsruhe-Rintheim were worked out under the supervision of lecturer Elmar Gross.

Location Theory
In the fall semester 2009/2010, the students learnt about the application of planning instruments in order to steer retail development and become familiar with concepts of urban marketing, district management and BIDs. The course was held by two visiting lecturers who have a good expertise in this field. It comprised a field trip to Böblingen, a middle sized town in the Region of Stuttgart. Students analyzed and presented best practice case studies on district centre revitalization in regard to aspects such as planning instruments, financing, economic development, local cooperation and design quality. Responsible lecturers: Dr. Donato Acocella and Oliver Leicht.

In a second edition of the course in the summer semester 2010, lecturer Dr. Donato Acocella introduced the topic of degrading uses in centres, such as sex shops, bet shops, gambling arcades, etc. Instruments and strategies for regulation of unwanted land use were discussed, also during two field trips to the city centres of Stuttgart and Goeppingen.

Elective Courses

Planning for Built-up Areas
In the fall semester 2009/2010, students designed new buildings and public squares in order to redevelop the district centre of Giebel in Stuttgart. Giebel is a housing estate from the 1950s and 60s that is characterised by its rows of building blocks and some high-rise buildings. The district centre consists of rows of small retail units. Although a wide range of goods for daily supply is provided in Giebel, the spatial configuration of the district centre, the existing mix of uses and the unit sizes no longer fit the needs of the population and modern retail. The subject of district centre development was introduced to the students by several guided field trips to new excellent district centres in the region and expert presentations. Responsible lecturer: Prof. Dr. Christina Simon-Philipp, Dr. Karoline Brombach.

In a second edition of this course in summer semester 2010, students worked out a district development plan for Hagen-Wehringhausen under the supervision of the lecturers Prof. Dr. Detlef Kurth and Päivi Kataikko and presented it to local stakeholders, the administration and local inhabitants. Several on-site visits to Hagen and to the Ruhr region were undertaken.

Special Topics in Urban Planning
In fall 2010, the students prepared and organized a professional seminar on district centre regeneration with 140 participants. External experts from the fields of planning, economic development and policy were invited to discuss the question of how urban planning can contribute to the regeneration of district centres. Responsible lecturer: Dr. Karoline Brombach.
Master Thesis
For the master thesis, students conduct scientific research and write a comprehensive academic report on a planning subject or area they chose themselves. So far, four theses dealt with the subject of district centre management in different German cities.

4.2.5 Structure of Students’ Work
Depending on the respective course format, the focus of the students’ work lies in analyzing local structures, developing framework concepts and strategies for an area or proposing measures. Results are compiled in a final report that provides information in written text, images, tables, diagrams, drawings and maps. Predominantly, the students’ work contains the following elements:

1. Analysis
Collecting, combining and analyzing existing data to land uses, population, economic and social structure, retail market. SWOT analysis: Identifying strengths, weaknesses, opportunities and threats for the district centre and the surrounding district and localizing them on maps. Analysis of the opportunities and restrictors, for example in urban structure, building types and condition, public space, infrastructure, spatial and visual connections, traffic layout, street patterns, landmarks, retail offers, etc.

2. Survey
Collecting new data by conducting empiric surveys (qualitative interviews, questionnaires) among stakeholders, district inhabitants, retailers or local consumers. Surveys may also be based on scientific observation, evaluation and documentation.

3. Recommendations
Giving recommendations to improve the local situation in short-term, middle-term and long-term perspective. Integrating different approaches and measures into a comprehensive district development plan that can serve as a guiding vision for future development in the district.

4. Planning interventions
Developing proposals for selected areas of study that may have a positive effect on the district as a whole, such as beacon projects (catalysts), urban regeneration concepts, design guidelines, new spatial connections, etc. Linking measures to planning instruments, stake-holders in charge and funding and participation opportunities.

5. Urban design proposals
Creating design concepts for district centres, especially for public space, streets and buildings, developing design guidelines.

4.2.6 Evaluation
Teaching Experiences
The majority of the 118 students participated in elective courses or in integrated study projects. The courses were evaluated by the help of online questionnaires and feedback rounds. A majority of the students agreed that the course’s contents – the regeneration of district centres – will be important for their professional future.

The teaching experiences have also shown that the subject of revitalising district centres is complex, multi-faceted subject and sometimes hard to grasp for the students. Therefore, an interdisciplinary approach is useful and team work has proven beneficial. On-site research (via observation or survey) is crucial for the success of study projects.
The survey has shown that topics of DCM are already taught in some study modules. In context of MANDIE programme, some of these modules have been extended and specified, e.g. the project of urban regeneration is now more focused on centre development. Also, some modules of urban design are now more focused on design approaches for centres and public space.

In general, there is the conclusion that the topics of urban economy and city marketing should be extended in urban planning studies. A planner should not only design a city, he

4.2.7 Recommendations for Implementation

The survey has shown, that topics of DCM are already taught in some study modules. In context of MANDIE programme, some of these modules have been extended and specified, e.g. the project of urban regeneration is now more focused on centre development. Also, some modules of urban design are now more focused on design approaches for centres and public space.

In general, there is the conclusion that the topics of urban economy and city marketing should be extended in urban planning studies. A planner should not only design a city, he
should also understand the economic framework, the calculation of retailers and the costs of centre development. Thus, the modules of urban economy have been deepened, like module M 4 and M 7. Also there will be more elective courses in future like location theory, retailer surveys and marketing strategies.

To strengthen the interdisciplinary aspect of DCM studies, there is a need of more cooperation between different schools of planning, economy, geography and sociology. Thanks to MANDIE, the first cooperative studies and modules have been developed and can strengthen the subject of DCM. It could also be possible to introduce a specialisation of DCM in the masters in urban planning programme or to establish a new postgraduate master’s programme in DCM.

Example for students’ work:
District development plan for Frankfurt-Hoechst, 2009,
Fawole Fagbua, Stefanie Hafner, Daniel Fleischmann, Tom-Philipp Zoll

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4.3 Scope of Lectures for Public Management
Students at the Hochschule für Verwaltung und Finanzen (HVF) Ludwigsburg

4.3.1 Background Information

Since 1999, the University of Applied Sciences Ludwigsburg (Hochschule für öffentliche Verwaltung und Finanzen – HVF) educates and qualifies future management staff in public administration. It offers four undergraduate programmes in the fields of general administration, finance administration, tax administration and pension insurance.

The study programme “Upper Grade Public Service – Public Management” is a bachelor's degree programme that prepares for the multifaceted challenges in upper public administration at state and municipal level. Practical experience is gained from internships in the offices of public administration.

The programme duration is six semesters and is preceded by a six-month internship. During the subsequent basic study period (three semesters), study modules in law, social sciences and business sciences are introduced. In this way, students are being prepared for the following 14 months of practical training that they conclude with a bachelor's thesis. For the last phase of study at university, students choose a professional field they want to specialize in.

Successful degree holders qualified for upper or leading positions in the civil services. For example, they may be employed by municipal administrations, county councils, state ministries, public firms, or even become mayors themselves.

4.3.2 Curriculum

GmbH (KE – a communal service provider) was commissioned to develop a lecture tool kit “District Centre Management” for the bachelor’s programme “Upper Grade Public Service”. Here, District Centre Management is understood as a cross-sectional challenge with roots in the economic, urban planning and social sector (see figure at the right). This perspective was confirmed during an expert hearing of Hochschule für Technik Stuttgart (HFT – University of Applied Sciences Stuttgart) on July 10th 2009.

In addition to the technical contents, basic knowledge and methodology in academic research, communication/moderation, project management (with a focus on analysis of problems and implementation-oriented strategic concepts) is imparted.

The subject is implemented in the basic study period of the bachelor’s programme in a proseminar that imparts the basic knowledge (2nd semester of study), and in a case study project, where students team up to deepen their expertise (3rd semester of study).

The three mainstays of District Centre Management
Source: LBBW Immobilien Kommunalentwicklung GmbH (KE)
To track the students’ performance, a paper had to be handed in for the proseminar, and a comprehensive written report for the case study project. 26 students have taken part in the courses offered during the two semesters (fall term 2009/2010 and spring term 2010).

Courses taught

<table>
<thead>
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<th>Subject</th>
<th>Content</th>
<th>Lecturer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fall 2009/2010</td>
<td>Introduction to the proseminar</td>
<td>Topic and definition “District Centre Management”</td>
<td>Prof. Dr. Reschl, Dr. Vogt, Dr. Häsler, von Appen</td>
</tr>
<tr>
<td></td>
<td>Introduction “Economic Development and Real Estate”</td>
<td>Presentation of the approach “Economic Development and Real Estate”</td>
<td>Dr. Klaus Vogt</td>
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<tr>
<td></td>
<td>Introduction “Urban Planning”</td>
<td>Presentation of the approach “Urban Planning”</td>
<td>Dr. Susanne Häsler</td>
</tr>
<tr>
<td></td>
<td>Introduction “Social Affairs”</td>
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<td>Definition, standards</td>
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<td>Approach “Economic Development and Real Estate” I and II with site visits</td>
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MANAGING DISTRICT CENTRES in Northwest Europe
4.3.3 Evaluation

At the end of the pilot phase, the 26 students were asked to fill out a questionnaire to assess the new “District Centre Management” study offer.

85% of the students saw their expectations “thoroughly met” or “predominantly met”. 80 to 85% rated content, presentation, knowledge transfer and students’ involvement via exercises and site visits as “good” or “satisfactory”. When asked for changes, the course participants requested a less time-consuming and better organisation. The lecturers tried to emphasize the courses’ practical relevance by field trips to the districts. The site visits and interviews could partly only be arranged on short notice. Students had to be flexible – just like the district manager in his daily work!

Students were also asked to weight the courses’ content and methodology. Half to two thirds of them agreed on the given percental distribution of the subjects taught. Students would appreciate placing more emphasis on “Urban planning” and “Academic research” in relation to “Social affairs” and “Communication” (see diagramme).

62% of the students would recommend the two-semester study unit “District Centre Management” without any reservations, 35% would partly recommend it. Due to the positive feedback, the HVF has decided to maintain this new qualification offer during the regular course of study.

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Evaluation of study contents “District Centre Management”

Source:
LBBW Immobilien Kommunalentwicklung GmbH (KE)
4.4 Scope of Lectures for Students of Place Management, Institute of Place Management (IPM), Manchester Metropolitan University (MMU)

4.4.1 Background Information

Place management has been defined as “a solution to improving specific locations” and “is a coordinated, are-based multi-stakeholder approach, harnessing the skills, experience and resources if those in the public, private and voluntary sectors” (Journal of Place Management and Development¹).

The Institute of Place Management was formed in 2006, as a not-for-profit partnership between the Association of Town Centre Management (ATCM) and Manchester Metropolitan University. It was formed as a professional institute to support the people that work (both paid and unpaid) in the place management industry. It has the following objectives:

- To be the international authority on qualifications and standards of performance in place management.
- To be a leading advocate an information source on the evolution of place management.
- To work in partnership with local, regional, national and international organisations to improve the quantity and quality of support available to the place management industry.
- To establish place management as a profession through engaging practitioners and academics in a valued membership structure.

The IPM has been surveying place management partnerships, in order to establish what place management is and the different approaches to place improvement, in various countries. Through the MANDIE project, the IPM has been able to test its place and partnership management knowledge and skill clusters (see Figure next page), with the different district centre management schemes that are involved in the project. This has enabled the IPM to review the content and structure of its qualifications and develop new/revised versions of the:

1. Introductory Diploma in Place Management
2. International Certificate in Place Management
3. MSc in Place Management

A brief description of the content (i.e. “lecture tool kit”) of each of the qualifications follows.

4.4.2 Introductory Diploma in Place Management

Designed to support those who are new to place management, the Introductory Diploma in Place Management is designed to help UK place managers understand the practicalities of making places better. The Introductory Diploma in Place Management covers:

Anticipating and Adapting to Change

- Political, economic, social and technological factors affecting places, communities and partnerships
- The changing town, district and city centre offer

Visioning, Planning and Partnership Structures

- Developing an aspirational vision for your location
- The relationship between visions, strategies and action plans
- Different types of partnership structures
Place and Stakeholder Focus
- The place manager’s role in relation to its partnership’s goals and its clients, customers and stakeholders
- The core principles of marketing
- Place marketing and communication

Meeting Stakeholders Needs
- How to conduct, analyse and use a stakeholder analysis
- The key information you need as a place manager and how best to obtain it
- How information is used to aid decision making
- The main methods of communication, including presenting information and facilitating meetings
- The main legal and organisational requirements relating to the handling of information

Partnerships and People
- Why and how people learn and the importance of people development in improving partnership effectiveness and the range of development activities available
- Characteristics of and management techniques for effective partnerships

The Introductory Diploma in Place Management has been delivered through a series of five one-day workshops, each covering one of the topic areas listed above. Each topic area is assessed through the completion of an individual assignment of approximately 1,000 words. The amount of student effort required to complete the course is approximately 100 hours and there are 35 hours of class contact time. Later in 2011 a distance-learning version of the Introductory Diploma in Place Management will be launched. So far 60+ place managers have been awarded the Introductory Diploma in Place Management.
4.4.3 International Certificate in Place Management

Designed to run in partnership with a major international place management conference, the International Certificate in Place Management offers existing place managers the opportunity to adopt a more critical perspective on place management, development and marketing.

Content

The content of the International Certificate in Place Management includes:

- Critical perspectives on place marketing
- Planning and land use: theory and practice
- Local development: policy and intervention
- Critical perspectives on place management
- Social exclusion, social capital and community development
- Urban futures

The International Certificate in Place Management has, so far, been delivered alongside the International Downtown Association Conference (in London, 2010) and has been awarded to 10 students. It is assessed by means of an individual assignment (of approximately 3,000 words). The amount of student effort is approximately 100 hours and there are 8 hours of class contact time, plus one-to-one on-line assignment support from a tutor.

4.4.4 MSc in Place Management

The MSc in Place Management was developed in partnership between the IPM and MMU. The MSc was designed to strike a balance between practice and theory, to provide place managers with the analytical tools and subject knowledge to make long-term progression as individuals and as crucial parts of place management partnerships. The content of the MSc is as follows:

- Strategy, Environments and Markets (10 M Level Credits, 100 student learning hours)
  This unit examines the broad range of factors that influence a place offer and examines how individual organisations and place management partnerships can monitor and respond to them.

- Place Marketing and Development (20 M Level Credits, 200 student learning hours)
  This unit considers the nature of place and space with particular reference to changing locational patterns of retailing and other services, environmental/organisational contexts affecting place marketing/development and the role of stakeholders in shaping the place marketing process.

- Project Management Methods and Tools (20 M Level Credits, 200 student learning hours)
  Dealing with the tools and techniques commonly used in modern project management, this unit provides students with a range of techniques they can use to undertake the management of a place improvement project.

- Accounting and Finance for Managers (10 Level M Credits, 100 student learning hours)
  Adopting a managerial perspective, the unit critically considers the disciplines of financial accounting, management accounting and corporate and public finance and evaluates their practical application in place management.

- Understanding People and Organisations (10 Level M Credits, 100 student learning hours)
  This unit examines the human dimension of organisations’ operations and how organisational structure, culture and systems influence the effectiveness of management.
Delivering Quality Services (10 Level M Credits, 100 student learning hours)
This unit introduces concepts such as service delivery, quality control and quality assurance. You’ll investigate how to meet customers’ needs and establish who your place management customers are.

Corporate and Public Affairs (20 Level M Credits, 200 student learning hours)
Examines the way in which organisations and partnerships interact with their stakeholders, this unit looks at how communications can help to manage image and reputation. You will also explore the interaction with government (at all levels) and the use of lobbying to influence policies.

Developing Professional Practice – Place Management (20 Level M Credits, 200 student learning hours)
This unit is a group-based business research project which provides opportunities to develop key research skills. It uses a project management approach, providing an opportunity to work collaboratively with other place managers to investigate a place-related issue.

Dissertation (60 Level M Credits, 600 student learning hours)
The dissertation will take the form of a major piece of individual research. Academic guidance and supervision will be provided. Students receive instruction in research methods as part of the dissertation process.

Each of the taught units is assessed through coursework (assignments, reports, presentations, mini-projects etc.). The dissertation stage consists of an assessed academic dissertation of approximately 12,000–15,000 words. Each of the taught units is delivered by means of an introductory workshop (1 day for each 10 credits) and supported by a blend of distance learning, syndicate group work and tutor support. A distance learning version of the MSc is being launched later in 2011. The entry requirements for the MSc in Place management are a good British honours degree (or equivalent) in any subject. Applicants who lack the normal academic entry requirements have also been considered, if they have equivalent professional qualifications or significant relevant management experience. Applicants whose first language is not English (and whose first degree was not taught in English) are required to produce evidence of English Language proficiency to TEFL minimum score 575 (minimum 4.0 in written test) or IELTS minimum score 6.5. Applicants who have an IELTS score score of 5.5 may be considered for enrolment provided they successfully complete an MMU language course.

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4.5 Managing District Centres – a New Job Profile

A questionnaire relating to the role of the District Centre Manager (DCM) was administered to the MANDIE partners. The questionnaire related to the legal structure of the organisation that employed the DCM, its turnover, the aims of the DCM initiative, the day-to-day activities the DCM was involved in, their staff, their stakeholders and their professional and educational background. The results of the questionnaire have been published in the Working Paper “ATCM/IPM Global Survey Report: 2010 Review”.

Key findings from the survey included:
- MANDIE Partners (MPs) manage a small number of centres with the overwhelming majority focusing on one area (Antwerp, with 9 centres, is the exception). This is a common international trend with an average of 62%.
- MPs legal formats are mostly associated with local authorities or councils. Despite some MPs forming companies, or ‘independent’ entities, control is evidently still very much with the funding agents e.g. local authorities (or government equivalent) and private investors.
- The main focus of MPs initiatives is to influence strategy and decisions, and deliver products & services to the local area. MPs also develop a wide range of plans to deliver their initiative (business, strategic and action plans).

As mentioned previously the scope of the DCM job may range from the operational to the strategic, and may be more or less interdisciplinary. Unfortunately, there was a marked difference between DCM’s actual job descriptions and the level and scope of work that they actually did. A more accurate profiling of the DCM role will ensure:
- DCMS have clear job descriptions to ensure they will deliver the place improvements relevant to the location that they operate in
- Help the funders of District Centre Management recruit appropriate personnel and help identify professional development requirements
- Ensure District Centre Managers are remunerated appropriately
- Ensure all District Centre Managers work to the same professional standards

The activities associated with the role of DCM are shown at the Figure. These can be operational or strategic. In other words, the DCM may have responsibility for visioning and planning – strategic – or may be required to carry out specific operational tasks, such as community consultation. A DCM job profile should identify what responsibilities at what level a DCM has within each of these areas. In addition, it should also identify what resources a DCM has this includes a defined budget; Influence over other budgets; staff; volunteers; premises; other ‘owned’ assets (equipment) and other ‘in-kind’ assets (e.g. the use of other premises for meetings etc.).

The technical knowledge/background of the DCM refers to existing discipline areas, such as urban planning and design, political science, criminology etc. The MANDIE survey and
other work demonstrates that DCMs come from many different professional/technical backgrounds. If the DCM does not have the necessary technical expertise necessary to deliver improvements in those areas, then they need to expand their partnership/initiative to cover this area or ‘buy in’ external support (see Figure beside).

The personal skills associated with the role of a DCM are listed below:
- Leadership
- Communication
- Negotiation
- Conflict management
- Assertiveness
- Ability to work on own initiative
- Flexibility
- Time management
- Political awareness
- Problem solving
- Presentation skills
- Report writing

All MANDIE partners agreed that flexibility has to be one of the most essential traits of DCM schemes. District centre managers have to be able to adapt the concepts to changing situations and conditions.

So, a job profile should follow these steps:
1. Identify the type of improvements/initiatives an area is trying to achieve
2. Identify the organisational structure within which a District Centre Manager works or will work
3. Identify the level at which the District Centre Management works/will work (mainly operational or strategic)
4. Identify a relevant job description from the activity clusters shown in Figure 5.

Successful DCM schemes have shown that, for the regeneration of district centres, approaches from economic development, urban marketing and urban planning need to be tied together. Instruments provided by planning law and incentive-based measures should mutually complement each other. The manageable size of a district, the short distances, and the familiarity among local stakeholders offer the chance to cooperate and develop projects in an efficient, goal-oriented and non-bureaucratic way. But successful revitalisation also depends on how concepts are supported by super-ordinate planning and backed up by political decisions and economic development strategies on municipal and regional level.

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5. District Centre Management as a Field of National and EU Policy
The “European City” with its polycentric structure and functional, urban and social characteristics is experiencing a renaissance. Traditionally, in addition to the city centre, it is particularly in the smaller, organically grown sub-centres in the city districts where local supply is provided. District centres offer community services for daily needs, they are places that residents identify with and play a significant role in the local labour markets. In the course of the project “MANDIE”, a range of measures and projects were carried out that aim at improvement or development of district centres. The differing local frameworks, project intentions and implementation procedures have been introduced previously. But what is the overarching European context in which the project “MANDIE” was implemented? And is it possible to provide recommendations or even an outlook for the regeneration of district centres in Europe as inseparable parts of European polycentric cities?

The European City Today – Framework for District Centres

In recent decades, economic and urban development has resulted, for many European cities, in the economic, demographic and social decline of district centres. Even though a new commitment to the city centre has taken shape since the mid-1990s, so far, this trend has not helped to solve the problems that have been accumulating over decades. In particular, the diversification of retail and services in the traditional cores of small cities and outer districts will still require considerable efforts. Indeed, both in metropolises and in small and medium-sized cities, the ongoing growth of inner city sales area attracts shoppers to the city centre. But for less mobile residents who need appropriate supply close to where they live, one question remains: how attractive is their neighbourhood?

The cities and regions participating in the project “MANDIE” are examples of a functional polarisation, particularly in relation to retail as well as neighbourhood-based services. While downtown locations, inner city shopping centres and large-scale, out-of-town retail destinations are well marketed and accepted, many district centres are in decline. They lack joint marketing, resources, image, and in particular a concerted management. Political and economic interest and attention are weak. The consequences are far-reaching and are associated with declining local economies, a loss of function with serious consequences for the socio-economic fabric, increasing private transport, and increasing land consumption. At worst, they lead to structural degradation with vacant properties, dilapidation, and the exodus of population groups that play a vital role for the neighbourhood’s social stability and for tax revenue. The existence of small and medium enterprises in district centres is at risk. There is an urgent need for action because, although north-western Europe as a whole is a relatively prosperous economic area, there are significant regional and particularly local disparities.

Rationale of the Project

Against this background, the project “MANDIE” was set up. The devised measures and activities responded to the dimensions that have influence on district centre management: The different historic urban and regional context; the social, political and administration circumstances; the planning system; the understanding of “weakness” of district centres from national or regional perspective; the availability of resources; the activation of the citizens; etc. However, co-operation across borders and sectors, exchange with the European neighbours and between science, administration and businesses on the spot were the strongest added value for the project partners to lead their activities to effective results. It was planned to contribute to stabilisation of local labour markets, to create high-quality habitats, and to sustain the local supply function of district centres for the surrounding neighbourhoods.
Interventions
Cities are shaped by long-term processes in which the population, economic stakeholders, politicians and administrative authorities act as important forces that determine the course ahead. At the level of neighbourhoods and their centres, which are essential components of functioning cities, two sets of measures support the economic, social and physical revitalisation and stabilisation: establishing a bond with their district among residents and visitors through measures promoting image and a sense of identity; and diversifying offers that are geared to local needs. These measures are embedded in the context of similar developments in cities across Europe, but need to be implemented on a case-by-case basis and must account for the peculiarities of nation-states. The project “MANDIE” was designed to meet these challenges with the measures described before. The following approaches formed the background of these activities:

- Professionalism among those responsible for city district management
  The status quo of the city districts involved was determined and assessed by means of comparative analysis. Existing approaches were evaluated and qualified; the profile of a “district manager” was defined in greater detail. With professional expertise in the areas of administrative, economic and planning sciences, interdisciplinary study modules were developed and implemented in academic curricula.

- Stepping up brand building for district centres
  As part of an analysis of strengths and weaknesses, the unique characteristics of city districts were identified and defined, with the participation of local people and stakeholders. On this basis, marketing strategies, promotion and event concepts were initiated and implemented. A collective sense of community was generated in the participating districts; residents and users feel more strongly connected.

- Stabilising urban neighbourhoods through urban governance structures
  To achieve success in the revitalisation of urban areas, participation structures were set up with administrations, interest groups, residents, retailers, property owners and politicians. Innovative instruments such as neighbourhood contracts or Business Improvement Districts were deployed.

- Revitalising inner-city service structures
  The demand-based diversification of local offers intended to attract purchasing power and affect customer traffic, demand and buying behaviour in a positive way. Mixed-use structures and vibrant districts are the result. The integrated approach ensures tailored support for retail, but also for the further development of health, cultural and leisure activities. Investment policies and approaches were developed and implemented locally.

- Vacancy management for attractive neighbourhoods
  Consulting services for businesses and property owners initiated “business start-ups” and assisted in applying for grants. Vacancy databases were meant to give potential tenants an overview of the existing premises and make it easier to meet the demand.

- Raising awareness for European issues and European co-operation
  Through the linking of local and transnational activities, the subject of city district management was placed on the political agenda of the participating cities. Learning from the experiences of neighbouring European countries allowed partners to develop new concepts for their location. All stakeholders, the public sector and private sector, benefited from interdisciplinary exchange, as it reduces costs and increases effectiveness. Through mutual learning, making the same mistakes twice can be avoided.
European Relevance

The project “MANDIE” has put European and German policies into practice. The Leipzig Charter on Sustainable European Cities applies the European Council’s decisions on sustainable development (Gothenburg strategy) to neighbourhoods, cities and regions. Key messages are the Europe-wide implementation of integrated urban development policies and the special attention to disadvantaged neighbourhoods. The Territorial Agenda of the European Union reflects the commitment that the future of Europe and Germany will be decided primarily in the cities. We need to activate their potentials for fleshing out the Lisbon process and, in future, the Europe 2020 process, under which the EU is to become the strongest economic area in the world. Stable socio-economic structures in towns and cities are a prerequisite for competitiveness. With the European Territorial Co-operation (INTERREG) and the establishment of the urban dimension in the current Structural Funds regulation, the European Union promotes pilot projects regarding sustainable urban development to enhance the attractiveness and performance of cities. The project “MANDIE” was co-financed with funds from the North West Europe Programme (INTERREG, European Regional Development Fund). Thus, it contributes to the objective of European territorial cohesion and strengthens the efficiency and attractiveness of cities and regions in Europe. Besides the individual support of each project partner, the project was also promoted by the German Federal Programme “Transnational Co-operation” of the Federal Ministry of Transport, Building and Urban Development that supports German project partners in European projects of strategic political relevance at federal level.

Conclusion

From 2014 onwards, the European Union, and accordingly the Member States with their policies, will focus their attention and resources towards challenging issues such as energy supply and renewable energies; mitigation of and adaptation to climate change; CO₂ emissions and transport issues; competitiveness and innovativeness of knowledge-based European economies; employment; higher education for more people and less poverty. A number of additional objectives will be derived from these general aims. None of these aims can be achieved without respecting the cities und urban structures in Europe, regardless of their individual size.

Projects like “MANDIE” have shown that there is no easy and simple way to achieve these general goals. On the contrary, a breakdown to local and regional circumstances is needed. Only tailor-made solutions can respond to the global challenges that the diverse and complex European landscape of cities and regions faces today.
This guide is the result of transnational work within the MANDIE project, under INTERREG IV B.