Research On the Sustainability of Community Micro-Renewal Projects from The Perspective 0f Stakeholders

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Abstract: The current urban construction under humanism has shifted from incremental development to stock renewal. The micro-renewal of communities has become the implementation of the concept of "People's City", improving the quality of spatial life and conforming to the status quo of urban development. Innovative practice. The community micro-renewal, different from the previous urban renewal model, has formed numerous stakeholders and complex interactions due to its diverse participants and efficient forms of community governance. However, the current planning practice exposed its irreplicability and unsustainability. Become the mainstream argument for criticism. This article examines the community micro-renewal project from the perspective of stakeholders, summarizes typical cases at this stage, and illustrates the mechanism of action of each stakeholder on the sustainability of the project under the three dominant models. This might help promote the sustainable practice of community micro-renewal in more cities.

1. Introduction

Due to the post-urbanization process, Chinese cities are involved in urban renewal (infrastructure and public space, housing and neighbourhood communities, technology and culture) to varying degrees. Urban renewal seems to be expected to repair the various problems caused by the rapid urbanization stage (urban governance modernization, the disconnection between material urbanization and spiritual urbanization, the economic decline of the old city, etc.), just like the current main contradiction, "Urban Renewal" "Undoubtedly, it is the key to solve the people's growing needs for a better life and the unbalanced and inadequate urbanization development and open the key to the continuous iteration and evolution of the urbanization process.

Based on this consideration, when the perspective of urban renewal is focused on urban communities, this smallest administrative unit brings together many diverse and complex contradictions. The government, the public, professional and technical personnel, consulting agencies, enterprises and non-profit organizations and many other stakeholders collide and reconcile in the field of community renewal. Understanding the impact of their respective behaviours on micro-renewal and adjusting and applying them will greatly enhance the sustainability of urban renewal in this field and ultimately form an organic institutional main structure. This research focuses on the micro-renewal of urban communities from the perspective of stakeholders. Based on the observation and literature analysis of existing renewal cases, the method of stakeholder analysis is used to form the influence mechanism of different stakeholders on the sustainability of the micro-renewal project.

2. Methodology

The method of deconstruction and induction has been running through the beginning and the end of this research. By deconstructing the deep meaning of the concept of micro-renewal, the core idea of humanism is on paper. Adhering to this concept, this study sorts out and summarizes the existing community micro-update cases and divides them into government-led, enterprise-led and social force-led according to the difference of the dominant players. Each dominant model has different stakeholders. By deconstructing the interaction and position of power between the leader and the stakeholders in the three models, the cognition of the sustainability impact of the project is formed, and the discussion of improvement based on humanistic thinking is made.

The case selection of this research includes as much as possible the stakeholders (government, community neighbourhood committees, community planners, non-profit organizations, enterprises, media, residents, universities, etc.) that appear in the current micro-renewal project. Since the coordination and organization of the leader in the micro-update project will play a key role in the sustainability of the project, the stakeholder analysis model focusing on the leader will be more beneficial to the practical significance of this research.

3. Community micro-renewal

Under the background of the stock development of urban land resources in China, urban renewal has gradually become an important way to improve urban quality and connotation. After years of exploration, many excellent achievements have been made, and a multi-level and multi-angle micro renewal theory combining protection, regulation and transformation has been put forward. Micro renewal theory advocates the small-scale gradual transformation model, active exploration of China's new urbanization development model and has been widely concerned and actively applied. Community micro renewal refers to a governance model to improve the quality of life of residents through the renovation and maintenance of community buildings, the reuse of scattered land and inefficient land, the excavation of idle assets and the cultivation of community culture [1], also known as community micro transformation or community micro governance.

On the one hand, "micro" means that its implementation scale is small: it is different from both urban construction mode and existing urban renewal mode [2]. Its working level is in the community, and the community public space with citizens as the scale is the object of its wide implementation [3]; On the other hand, "micro" means that there are few renewal contents: Micro renewal abandons the grand context of urban construction in the past and adapts to the current situation of urban austerity development. The micro renewal project has micro-volume, low cost, and low risk, which gives the community the possibility of independent renewal. Therefore, the micro renewal project has a strong experimental attribute and pioneer appearance, such as Beijing Innovative method of planning proposal using block map in "Xinqinghe experiment" [4]; "micro" It also means the extensive expansion of the renewal subject: the city is a complex giant system. As the fundamental element of the city, people are presented in the contemporary urban political discourse system as citizens. Unlike the top-down urban renewal mode controlled by technocrats and the government in the past, micro renewal is related to every subtle citizen subject, including the micro renewal of community public space, streets and parks. The implementation field is at the end of citizens' public life, which requires the extensive development of participatory planning. The upper main body is composed of government departments and neighbourhood offices. The middle main body comprises professionals, social organizations and residents' committees. The lower main body is composed of residents and small, and micro enterprises jointly form the multi main body of micro renewal. Based on "micro", this study describes micro renewal as a space reconstruction and benefit redistribution activity with humanism as the core, carried out by multiple subjects, implemented at the micro-level represented by the block, and aimed at improving the living environment, quality of life and interpersonal communication.

The organic and gradual way of urban micro renewal also echoes the growing voice of the concept of sustainable development in the 1990s. Wu Liangyong has constructed a complete realization path

for urban renewal: through sustainable "organic renewal", the "organic order" could be obtained that does not destroy the original urban texture, the former limits the methods of urban renewal: gradual, appropriate scale, taking into account the objectives of economy, society, material, ecology and so on; the latter is the prospect of the core of the ideal city: the collection of beauty taking into account the overall and local contradictions. So far, the organic renewal theory has paid attention to the coordination and organic at the architectural level from the beginning to the pursuit of multi-disciplinary Sustainable transformation in many fields. However, as a practical model of organic renewal theory at the micro-level of urban communities, few scholars have studied its sustainability. The practice of much urban micro renewal has also exposed the defects that many micro renewal projects do not have replicability and sustainability. Based on this, it is necessary to sort out the sustainability of urban renewal and analyze the impact of mainstream stakeholders on it.

4. Stakeholder theory and its application to community micro-renewal

4.1 The Stakeholder Theory

The concept of stakeholders has its roots in management, with Freeman defining stakeholders: A Stakeholder Approach as individuals or groups who can influence a project or impact its outcome [5]. Since then, the Project Management Institute (PMI) has also provided further guidance on effectively engaging diverse involved audiences [6], and the multi-stakeholder approach has been considered as an effective way for management and problem-solving. The first step of multi-stakeholder management in practice is to identify the key stakeholders in practice is key to management. A common method of identifying them is through empirically predefined categories. For example, Altonen and Sivonen divided stakeholders into internal stakeholders and external stakeholders [7]. Internal stakeholders refer to those who are formal members of the project and therefore usually support the project. In contrast, external stakeholders are correspondingly non-formal members but may influence or be influenced by the project. However, unlike business studies, it is difficult to clearly define all stakeholders in urban planning projects. Therefore, McQueen et al. used a better categorisation approach when envisioning a shared future strategy for urban development, considering stakeholders from the private sector, the public sector, communities and independent organisations[8]. In this study, McQueen's typology will be used to identify and classify key players due to time constraints and the relative clarity of the people involved in the project.

Stakeholder differentiation further focuses on the roles played by different stakeholders, and in turn, it is important to understand their relationship to the project and their impact. Mitchell et al. (2016) developed a widely used framework to assess the importance of stakeholders, which considers the legitimacy, power and urgency of stakeholder demands. In brief, legitimacy depends on the stakeholder's interests regarding benefits and harms; stakeholder power is their ability to influence organisational behaviour and decisions; and urgency is the extent to which stakeholders demand immediate action [9]. In 2001, De Lopez conducted a stakeholder management study for a nature conservation project in Cambodia and used the power-interest matrix to analyse their roles and interactions [10]. In this matrix, stakeholders are divided into two dimensions: the first dimension assesses the potential of stakeholders to conserve natural resources and the second dimension measures the influence or power of stakeholders over the project. Li et al. (2018) conducted a study using quantitative methods to assess the importance and influence of stakeholders in sustainable urban development in China. In their study, eight stakeholder groups are defined, namely government organizations, owners, designers, contractors, end-users and NGOs, and quantified their influence in the form of Factor of stakeholder Influence (FoSI)[11]. Based on the above theory, this paper focuses on identifying the stakeholders in a project who play a major and leading role in the project and attempts to infer how they contribute to the sustainability of the community small-scale renewal project outcomes.

4.2 Stakeholders in Community Micro-Renewal Projects

Most planning scholars in China agree that the government should transform its functions and decentralise its powers as one of the subjects of governance. However, the government has not withdrawn from the management of community affairs and social organisations but continues to play the role of a grassroots manager [12]. Some scholars also believe that multiple stakeholders, such as grassroots government, community (neighbourhood committee), social organisations and residents, should form a network to deepen the collaborative relations and governance [13].

Looking at the implementation of community small-scale renewal projects, although more and more diverse interests are involved in the community renewal process, the subdistrict government is still the most important stakeholder. Meanwhile, subdistrict governments are often weak in terms of renewal techniques and theories, which need to be operated by planners or organizations with professional backgrounds [14]. Therefore, this section will focus on analysing cases of community small-scale renewal projects driven by government, enterprises, different social forces (namely universities, social organisations, and Self-organised residents) as the lead stakeholders.
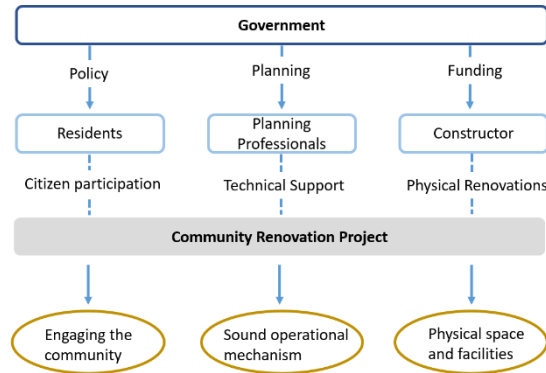
(1) Government-led renewal projects

Figure 1. Government-led community regeneration operational mechanism

The government plays an extremely important role in this and leads and promotes community micro-renewal through various instruments such as policy, finance and planning. In terms of policy, city governments manage urban regeneration projects through the promulgation of comprehensive urban regeneration regulations or implementation measures, such as the Shanghai Urban Regeneration Regulations, which specify that the municipal government leads the city's urban regeneration work and protects the rights of the public in urban regeneration activities by the law; and manage the sustainability of urban regeneration units through the management of the whole life cycle of land [15]. In terms of planning, government planning departments intervene in community micro-renewal projects by promulgating community planning guidelines and establishing a community planner system, such as the Shanghai Street Design Guidelines and the Shanghai Community Planning Guidelines - 15-minute Community Living Circle promulgated by Shanghai, which guide the development of community micro-renewal projects by planning the construction of people-centred community living circles. Financially, at this stage, community micro-renewal projects are mostly funded by grassroots government organisations and enjoy administrative fee waivers and tax incentives. At the same time, sustainable funding for community micro-renewal can also be ensured by establishing a special fund for urban renewal.
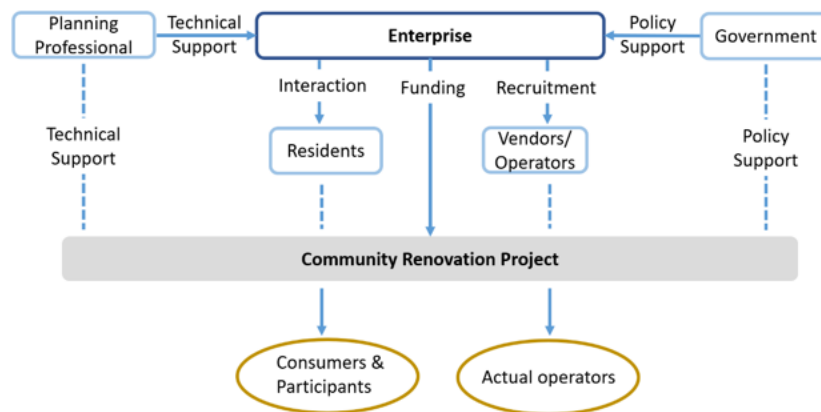
(2) Enterprise-led renewal project

Figure 2. Enterprise-led community regeneration operational mechanism

The operational logic of enterprise-led community renewal projects is to provide high-quality services through a market-based approach, which helps the government implement a service-based system [16]. Enterprises as the leading force could create a buffer zone between the government and various service suppliers, mainly by reducing the costs; meanwhile, in terms of the relationship between the government and residents, enterprises as intermediaries could also identify and solve problems promptly by improving information channels, which in turn may effectively avoid conflicts [17].

A typical example of an enterprise-led project is the Jinsong Community (JC) renewal in Beijing. Most of the residents in JC are retired employees of state-owned enterprises. Faced with the huge pressure of elderly care and strained financial resources, the subdistrict government decided to bring in social capital to the renewal of JC and elderly care services. The subdistrict government first convened several enterprises on renewal proposals and left it to the residents to decide on the choice of enterprise. Eventually, Vision Group was selected and invested RMB 30 million to implement the renewal of the JC in terms of public space, service industry and community culture. The whole planning and development process was also collaborating with professional responsible planners, designers and management teams. In addition, the HOGO Living Technology Group was commissioned by Vision Group and the subdistrict government to provide follow-up operational support for the property and elderly care services, with residents paying a fee for the services provided [17].

Similar examples include the community redevelopment of Enning Road in Guangzhou, where the developer led a collaborative platform for residents and the government to discuss and provide a complete plan for community renewal and commercial operation [18]. In the later stages of sustainable operation of these projects, the enterprise-led mode of operation is importantly concerned with profitability models and cycles. While such projects have significant advantages in terms of economic sustainability, social issues such as gentrification and spatial inequality in the long-term development process are major drawbacks [19, 20].

(3) The social force-led renewal project

The focus of the work of non-profit organisations (NGOs) and universities as 'coordinators' between the government and residents is mainly to follow the expertise in urban planning and management and sociology and collect residents' opinions on the community renewal planning. Through the implementation of small-scale renewal projects, academic and theoretical renewal plans have been put into practice. A typical example of this is the Dashilan Dream Garden project (DDGP), where the School of Landscape Architecture of Beijing Forestry University, in collaboration with Dashilan Investment Co Ltd, has provided the basic technical and financial supports for the renewal project. This project is an initiative to regenerate the inner courtyards of the hutongs based on the spontaneous transformation behaviour of residents, intending to create a community garden [21, 22]. After the renewal project was completed, the university and the subdistrict government launched a series of events to keep the community garden system operating. Similar projects have been carried out by

teams from Tongji University in Shanghai and the Clover Nature School (si ye Cao tang). Nearly 90 community gardens have been completed in Shanghai [23, 24]. At present, most of the community regeneration projects initiated by universities are small in scale and low in cost, and their focus is often on guiding residents' attention to community affairs and promoting a sense of belonging to the community. While planning professionals from universities and NGOs have enabled more residents to participate more actively, the financial dependence on government funding is expected to change further to achieve a real increase in resident participation and empowerment.

Some residents' groups can also lead the community small-scale renewal projects by establishing "self-organisation". A residents' self-governing organisation, such as the self-governing group for parking lots shortage in Xinhepu Community, in Guangzhou, and the "Xinhepu Road Section Mutual Aid Association" [25], which evolved from it. In Nanjing, the "Cui Zhu Yuan Mutual Aid Association" [26]. was established in the Cui Zhu Yuan community. Self-organisations are based on local culture or a solid social network of residents, and their foundation makes them more conducive to the social and emotional benefits of small-scale renewal, allowing residents to grow in their sense of identity and belonging to the community. However, due to the lack of effective guidance and support, self-organisation is often prone to long-lasting difficulties coordinating interests and development. The specific catalytic events that trigger self-organisation make it irreducible [26].

Figure 3. Social force-led community regeneration operationa

Universities and research agencies provide adequate technical support for the project, while social organisations specialise in participatory community planning practices and have the expertise to communicate with residents. In contrast, resident-led planning projects tend to focus on specific issues within the community (e.g., lack of parking spaces), and it is difficult to maintain the resident-led organisations after the issues have been resolved. In addition, social force-led projects face significant difficulties in terms of inadequate financial support at a later stage and the inability to rely entirely on residents to operate and maintain them [27]. At present, these community regeneration projects are still in their infancy, and their operation and maintenance are still dependent on policy and funding support from the subdistrict government [28]

5. Sustainability of community renewal

Community is the basic unit of urban society. The essence of its renewal is a series of behaviour and process modes of different interest subjects around urban land development and spatial regeneration. Therefore, how to realize the coordinated and sustainable development model of the economy, society, resources, and environment has been concerned.

From the perspective of the results and impact of community micro renewal, social forces and capital have brought vitality to the urban renewal model, but the existing renewal model lacks consideration of the sustainability of the results and impact. At this stage, the goal of community renewal has changed. It is based on the actual needs, local resources, and cultural context of the community, based on the small-scale and gradual repair and transformation of community land and

space, to promote the comprehensive improvement of community social, environmental and economic benefits, enhance the ability of residents' autonomy, and finally realize the sustainable operation and sustainable development of the community. Most of the existing studies focus on the evaluation of environmental sustainability: from the perspective of environmental objectives, Yang Ying pointed out that community renewal should take the land reuse excavated based on community characteristics, the improvement and renovation of residential space environment and facilities as the main axis [14], and its most direct purpose is to improve the quality of life in the community; From the perspective of economic objectives, the sustainability of community economy and industry is an important link to maintain the sustainable operation of the community. Activating and utilizing community space and characteristic resources and revitalizing community economy can increase the vitality and attraction of the community [29], Therefore, the economic benefits of commercial industry and land use are important means for the community to realize independent operation; From the perspective of social objectives, residents are the main body in the community, and the core of renewal and transformation is "people" [30], The goal orientation of community renewal is to cultivate residents' "sense of community" and improve residents' ability to independently participate in community renewal [31, 32]。

Therefore, the macro material space indicators and economic development indicators in the original sustainable evaluation system can be revised from the perspectives of the gradual and overall (material space) of community land comprehensive utilization and space construction, the activation of community industry and the improvement of economic benefits (Economic Development), and the humanistic aspects such as community context-maintenance and pluralistic co-governance can be added The sustainability assessment of community renewal projects is realized from the three dimensions of the environment.

5.1 Impact of stakeholders on the sustainability of community renewal projects

At present, there are many urban renewal models in China. In the process of community renewal, the intervention and interaction of multiple subjects such as the government, the public and planning professionals will directly affect the results of urban renewal and the project's sustainability. This section reviews the impact of different stakeholders on the project results in existing cases, evaluates their role in the follow-up development of the project, and their impact on the three dimensions of economy, society, and environment in the sustainable development standard. Academia generally believes that the process of community transformation and renewal mainly includes three main stakeholders: local government, market enterprises and social groups [33, 34].

Firstly, as the arranger of the urban renewal system, the local governments include different levels of government organizations, institutions, and their renewal policy supply. The government has always dominated the process of urban renewal, and the participation of market enterprises and social groups is also the rational allocation of rights in the game [35]. In the early stage of the project, the local government usually acts as the initiator and leader of the community renewal project, mainly playing the role of providing financial support and building a collaborative platform. Therefore, all stakeholders communicate and cooperate in the policy platform built by the government. In addition, the government has certain autonomy in the final approval and Realization of the project, which is mainly reflected in the judgment of the main problems of community planning, project cycle and fund arrangement. Meanwhile, in the follow-up operation of the project, the government will also use certain policy tools to maintain the sustainable output of the project. Due to the wide policy coverage, the project sustainability's economic, social, and environmental sustainability is involved. Therefore, when evaluating the sustainability of the project by the government, we mainly focus on the use of policy tools and the support of financial funds for the project.

Secondly, as an important implementer in the renewal process, market enterprises include real estate development enterprises, consulting, and design enterprises. Compared with the government-led renewal model, different regions of China have also made exploration and reform to varying degrees. Especially in recent years, more and more market forces have introduced the institutional breakthrough attempt of leading urban renewal, which has also achieved certain achievements and results. The main

purpose of market enterprises participating in community renewal projects is to make profits, so they often focus on the sustainable operation of the economy. The government has the role of restricting the market players in the project. For example, in terms of environmental impact control, the government can require enterprises to contribute to the results of environmental sustainability by limiting the intensity of community renewal and development by enterprises and formulating standards for the use of green space and green technology. At the same time, in terms of social sustainability, enterprises often pursue the development model of the short project cycle and fast cost recovery, which is easy to ignore the participation of residents and social groups, resulting in the reduction of social sustainability.

Thirdly, social groups mainly include community residents, non-governmental organizations, planning professional institutions or academic institutions. In the traditional top-down mechanism, social groups, as recipients and participants of urban renewal, are often weak because they are not given the space to speak. With the continuous adjustment of government governance ideas, residents based on property rights have been given the right to update decision-making, and their corresponding interests have been effectively protected (X. Ma et al., 2017; Zhao 2008). Social group participation can improve the social sustainability of the project and gather social consensus. In many cases, the emerging non-governmental organizations play a key role in resource connection and integration in the whole process of the micro-renewal project and then become an important factor in the sustainable operation of the community micro renewal project [38]. Therefore, from the stakeholder theory perspective, the three subjects of renewal should be partners who create urban value and realize relatively fair distribution. They depend on each other and solve various problems faced in community renewal projects by exchanging resources and sharing knowledge.

6. Conclusion

Due to different power relations, the degree of contribution to the project and the impact on the project's sustainability will be different. The government uses policy tools to widely mobilize resources, which has become the main thrust of the project's sustainable development. However, the waste of resources caused by unilateral forces is not enough to maintain the long-term operation of the project. Encouraging the participation of multiple subjects is a solution. Market players can introduce high-quality funds and resources, and different development modes can also enhance the sustainability of the project economy. The government can regulate enterprises by formulating detailed land use planning and bidding requirements to reduce the negative externalities caused by the unilateral pursuit of economic benefits. At the same time, enterprises can strengthen communication with community residents through social groups such as non-governmental organizations to promote the efficient revitalization of community stock resources. The connotation of micro renewal reveals the legitimacy of the lower-level subjects dominated by residents to participate in the planning. Their interest subjects will eventually fall among a wide range of community residents. The factor affecting the positive development is that the main capital income of non-governmental organizations providing services to the community comes from government purchases, which itself lacks a certain degree of independence. In addition, according to the existing planning practice, the work cycle of community planners is usually based on the project, which has no relationship with the development of the updated project after completion.

The richness of human-centred micro-renewal reveals the legitimacy of residents as the main actors in the planning process. Whether government-led or enterprise-led, the primary stakeholder in micro-renewal necessarily and ultimately lies with the wider community. A sustainable stakeholder structure must also focus on the rest of the social forces instead of the residents themselves, who are at the forefront. Community planners, universities and non-profit organisations are using their expertise to continue to energise community micro-renewal. The power of third parties will give each community micro-renewal project its uniqueness and difference, which is the stated goal of community micro-renewal and will be the key to re-energising the community.

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