Collaboration on Urban Regeneration: Perspectives Towards Transit-Oriented Development Between Local Entrepreneurs and Key Stakeholders in Salaya Sub-District, Thailand

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Abstract

This study focuses on the future changes to the urban form around the Salaya railway station, which will be developed as a terminal station of the Bangkok metro service. The purpose is to investigate stakeholder attitudes to the transit-oriented development (TOD) approach to the station premises. The attitudes of local businesses and key stakeholders to joint programs on infrastructure development and the surrounding area are identified as local businesses encouraging the collaborative urban regeneration program. The approach uses scenarios as a tool for participatory planning to help identify future applications, including a workshop in two parts. The first part was conducted using group interviews with local entrepreneurs to raise the idea of the collaborative urban regeneration program. The second part was an evaluation of the program by the three key stakeholder groups: municipality, railway operators, and real estate investors. The scenarios evaluated by the key stakeholders indicate the different attitudes to the collaborative urban regeneration program depending on the role of each stakeholder. The collaborative program developed by local entrepreneurs can be classified by economic and physical factors. The findings suggest a common aspect for future collaboration in marketing strategies, such as advertising representing localness, as both local entrepreneurs and key stakeholders mostly agreed on the program. Disagreement on collaborative urban regeneration depends more on the specific role of the company or organization.

Keywords

Land use; participatory planning; public-private collaboration; transit-oriented development; transportation; urban regeneration

Introduction

Railway development changes urban form, especially where a station is located. This study focuses on the upcoming change to the area around the Salaya railway station, which will be developed as a terminal station for Bangkok metro services. The new station includes a wide range of railway services, such as metro, inter-city, and inter-regional trains. The Salaya sub-district is on the outskirts of the Bangkok metropolitan area. It is currently being developed and has experienced rapid growth of visitors and daytime population from work-related and commercial activities. The development of a new metro service is expected to increase passenger numbers to as many as 21,000 per day. This number is three times higher than the population of the Salaya sub-district and double the current daytime population.

Economic uplifts and urban regeneration are associated with the area of transit station premises (Lawless, 1999; Lawless & Dabinett, 1995; Mejia-Dorantes & Lucas, 2014; Topalovic et al., 2008). This feature refers to the concept of transit-oriented development (TOD) introduced by Calthorpe (1993) that encourages a high-density urban form around the transit station that improves the social and economic benefits and the city environment. To apply a TOD approach to station premises that have previously been developed often needs an urban regeneration process that requires collaboration between public and private sectors (Cervero, 1994; Global Platform for Sustainable Cities & World Bank, 2018; Harata, 2009; Thomas et al., 2018)

Urban regeneration is a development concept that aims to improve an area's physical structure, social structure, and economics to solve economic and social decline problems and end environmental degradation (Moore-Cherry & Vinci, 2012). Urban regeneration is associated with renewable urban policies that address the multiple dimensions of locality issues (de Magalhães, 2015). In line with Amirtahmasebi et al. (2016), the urban regeneration processes include scope, planning, financing, and implementation. These processes require local participation to deliver a project effectively. Several urban regeneration projects have emphasized community-led regeneration practices due to the positive impacts on conservation policies, raising community awareness and strengthening social skills and capital, and empowering the local stakeholders, who are the key drivers of the regeneration implementation (Bailey, 2010; Pourzakarya & Bahramjerdi, 2021).

This study investigates the willingness of key stakeholder groups to collaborate. These include municipalities, railway operators, and real estate investors in transit-oriented development (TOD) through joint development with local businesses. We used scenarios as a tool for participatory planning to help identify future applications (Bertella et al., 2021; Nygrén, 2019). To investigate this matter, research questions were formulated such as "What kind of TOD joint development program is perceived by the local businesses in railway station premises?" and "What tend to be agreements of urban regeneration collaborations between local businesses and the key stakeholders?" Collaboration aspects for manipulating the impact of the new metro station development and the change in urban form and local socioeconomics were developed by local entrepreneurs and expressed through collaboration scenarios. Key stakeholders were asked to evaluate each collaboration program. The objective was to identify the attitudes of local businesses and key stakeholders on joint programs affecting infrastructure development and support local businesses in planning urban regeneration in the Salaya sub-district.

Literature review

Transit-oriented development (TOD) is an urban development concept that encourages development within the service area of a transit station. As seen, TOD promotes a compact urban form, mixed-use, non-motorized friendly environment within the transit station premises to avoid urban sprawl. This would cause overuse of energy consumption and overcontrol of urban management (Suzuki et al., 2013). To implement a TOD in an already developed area, urban regeneration is commonly applied to provide a TOD-like land use planning and to solve existing urban space problems such as housing and infrastructure degradation (Thomas et al., 2018).

Collaboration on urban regeneration is a fundamental factor in achieving development participation which could result in overall satisfaction and reduced conflict in any part of the urban development. The community plays a vital role in the public sphere improvement to make it more efficient, effective, and economic (Etzioni, 1993; Ribeiro, 2008). Foley and Martin (2000) stated that there is a common expectation about the partnership between the societal and individual sides, and they both are willing to support community-led regeneration partnerships. Both sides need an appropriate synergy of resources and policy for the collaboration agreement (Hastings, 1996). The methodology outlined by Murtagh (1998), who proposed a collaboration on urban regeneration methods, was set out in three hierarchical levels. First, the macro level is to investigate the areas primarily concerned with establishing a baseline of conditions in the city. Second, the policy level that analyzes the objective of policies and makes an assessment in terms of effectiveness and efficiency. Third, the delivery level includes a baseline survey of partnerships and examines their perspectives on local problems, their expectations from policies, and the identification of the problems and success factors. The delivery level will be achieved by producing the outcome and evaluating the community impacts.

There are two spatial plans: strategic and project plans (Faludi, 2000). Ambiguity is a threat to urban regeneration projects. It has often caused failure in achieving public policy goals (Evans & Jones, 2008) since such policies cannot trigger processes with weak engagement among partnerships, especially residents, landlords, and investors (Bonneville, 2005). The ambiguity problem also extends to the process of partnership in urban regeneration, which causes conflict and renegotiation (Hastings, 1996). To avoid ambiguities in implementation, the methods should follow the project plan, which should be considered a blueprint (Brody & Highfield, 2005; Brown et al., 2022).

An undesirable consequence of an urban regeneration program is urban gentrification (Amirtahmasebi et al., 2022). The negative effects of gentrification are indicated as a change in population migration, local business displacement, and unaffordable rent (Ferm, 2016). A case study of a gentrification problem that occurred due to an urban regeneration program was demonstrated by Lim et al. (2013). The significant impacts were that new businesses had displaced existing industries, and the rent increased considerably due to the change in the land price.

Japan is well known for collaboration on urban regeneration because it is a common method for urban redevelopment around the transit station. A special organization, the Urban Renaissance Agency (UR), is responsible for facilitating collaboration with all the stakeholders in a planned area, such as local government, residents, and investors. Successful urban

regenerations related to TOD delivered by UR were Futako-Tamagawa station in Tokyo metropolis, Kashiwanoha-Campus station in Chiba prefecture, and the MM21 waterfront development project in Yokohama city (Suzuki et al., 2015).

Within the dimension of urban regeneration perspectives research, Chin (2021), Foley and Martin (2010), Rhodes and Murray (2007), and Metaxas (2010) identified the collaborative decision-making process in urban regeneration. They found differences in the perceptions of decisions to collaborate on urban regeneration programs depending on the participant's role. The participants from the societal side, such as the government, emphasized political, social, and reputational factors. In contrast, those on the individual side, such as private firms, focused on economic, organizational capacity, and reputational factors. Romero Bogoya (2017) examined the possibilities and limitations of collaborative approaches in urban regeneration. Following Rhodes and Murray (2007), the findings provide solutions for the societal side as integrating public participation in urban regeneration offers an opportunity for intervention at the area level through partial plans by which government can flexibly modify the procedure, increasing the legal framework, to empower participation.

Individuals provide contributions of knowledge and capital to achieve the goals of development. Both studies stated that there is a need for non-profit involvement in the urban regeneration process to connect the societal and individual sides, using trust and neutrality to facilitate the projects. Oaña (2009) suggested that a project should have "civic entrepreneurs" to connect people and institutions to build economic and community relationships. Kim et al. (2021) also found that more participation in the governance of urban regeneration could lead to a more inclusive and sustainable urban regeneration program in South Korea. In addition, such empowering of local communities is widely implemented in sustainable urban regeneration in Singapore (Cho & Križnik, 2017).

Apostolakis (2004) examined the collaboration on policy initiatives for urban regeneration by identifying collaborative advantages in the selection of partners, partnership vision, partnership organizational structure, and delivery of a partnership plan. Results suggested that a multi-organizational partnership can proceed through the collaborative advantages to achieve significant policy outcomes. This is also stated by Teng (2003), who showed that collaborative advantage is vital for understanding strategic alliances due to stakeholder value creation.

Carley et al. (2000) studied nine urban regions in England, Scotland, and Wales. They found a key influence on the effectiveness of partnerships associated with broadening the partnership base. Still, the challenges of community participation are also indicated as achieving meaningful community involvement and drawing businesses into partnership. The studies of Corrigan and Joyce (1997), Richardson and Hills (2000), and Lawless and Pearson (2012) can be added to this to clarify the challenges of the societal side. They noticed that a lack of public input caused poor public management. The quality movement of interaction between government and society to ensure continuity of needs by working across boundaries between organizations, and managing the relationship between both sides, could be a solution to overcome poor public management and provide benefits to collaboration on urban regeneration.

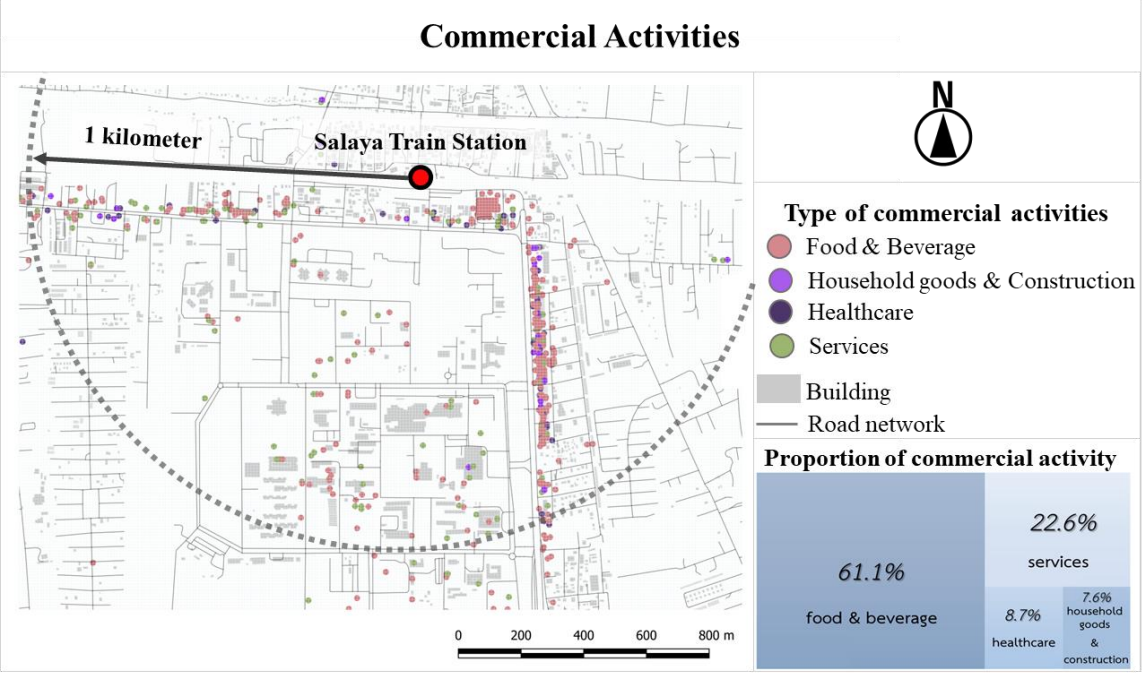
Methodology

The research methodology was guided by Teng (2003) and Farinosi et al. (2019), who emphasized the aspects of collaborative advantage and the characteristics of the alliance and the partners. They then investigated the perceptions of the collaboration program raised by local entrepreneurs.

Our methodology applied this public-private collaborative format in the framework of this research by emphasizing stakeholders' roles and territorial decisions of the redevelopment program. The methodology was divided into a two-step workshop to investigate common interests in collaboration in an urban regeneration program. The first part of the methodology was guided by Farinosi et al. (2019) using the flexible focus group technique, which combined the one-on-one interview to extract awareness and foresight, and the classical focus group. This method clarified the context of local entrepreneurship and the willingness to collaborate to set up the baseline of TOD policy implications. The second part was the spatial decision maker's evaluation of the policies raised by the local entrepreneurs guided by Teng (2003).

The research methods of each part are explained as follows. The first part of the workshop was conducted by a group interview with 20 local entrepreneurs within 1 kilometer of the Salaya train station. This is considered the business district of the Salaya sub-district and is the initial area for the transit-oriented development program, as shown on the map and commercial information in Figure 1.

Figure 1: Salaya Business District and Initial TOD Area



***Note**: Author's illustration*

The first part of the workshop investigated local entrepreneurs' attitudes towards urban regeneration through collaboration with key stakeholders, such as real estate investors, railway companies, and local government. Local businesses were asked to complete a SWOT analysis of their businesses relevant to the change in the future urban form that would be

affected by the development of a new railway station, then select the three most significant factors from Strengths, Weaknesses, Opportunities, and Threats to discuss the future picture of urban development. The local entrepreneurs were next asked to identify the collaborative programs for each key stakeholder. Those programs were summarized into six topics of urban regeneration collaboration as retail space sharing, collaboration on increasing accessibility to the train station, collaboration on parking management, collaboration on co-developing local products, collaboration on contributing social benefits, and collaboration on advertising local businesses.

The second part of the workshop, conducted by individual interviews, included four real estate developers, two railway companies, and officials from two local organizations. This evaluation included community and non-community participants to compare the perceptions of collaborations in the urban regeneration project according to the methods of Ball (2004). For the railway companies and local organizations, we chose one from each category that was a key stakeholder in the Salaya sub-district: The State Railway of Thailand (SRT) and the Salaya Municipality. We included one other evaluator from each category with experience in urban regeneration around the transit station: The Mass Rapid Transit Authority of Thailand (MRTA) for the railway company and the Bangkok Metropolitan Administration (BMA) to represent the local professional organization. We asked each key stakeholder to evaluate the collaboration program scenarios raised by the local entrepreneurs on four levels, including

- **More possible**: company or organization could implement under current conditions and would like to do so due to an opportunity for synergy profit.

- **Possible**: company or organization could implement under current conditions if subsidized, but does not make any synergy profit.

- **Less possible**: company or organization could not implement under current conditions due to a conflict with company or organization policy, but possible if subsidized.

- **Impossible**: company or organization was unwilling to collaborate due to a strong conflict with company or organization benefits.

Note that zero value was indicated if there was no decision against each evaluation aspect.

Results

The TOD joint development programs perceived by the local businesses in railway station premises were retrieved from the brainstorming of 20 participants in the first part of the workshop. The collaborative programs raised and scored by the participants were classified into six aspects. The issue in each element was different depending on the role of the real estate developer, railway company, or local municipality.

The summary of collaborative elements can be defined as follows. For the first aspect, retail space sharing, the local businesses aimed for the privilege of renting from the real estate developers and the railway company. The privilege was limited to department stores or new large-scale retail facilities to synergize the retail development by representing the localness in the commercial node within the TOD area. The retail space collaboration with the

municipality was defined as a facilitation of the commercial zoning code in a comprehensive urban plan for encouraging the development of the commercial center of the Salaya sub-district.

The second aspect was the collaboration on increasing accessibility to the train station. The local businesses aimed for every key stakeholder in the TOD area to continue the development of the walkway facility between the station and attractions, including commercial activities within the TOD area to help increase walkability in the TOD area. The feeder transport provision was also a proposal for the urban regeneration program regarding new local transit services and the adequate provision of transit stops.

The third aspect was the collaboration on parking management. The local businesses asked the key stakeholders to initiate a parking building in the TOD area to help manage the traffic. The provincial government was asked to be stricter about roadside parking which causes significant traffic congestion in the Salaya sub-district commercial area.

The fourth aspect was collaboration on co-developing the local products. All key stakeholders were asked to co-invest and develop new local products with local businesses to present the area's uniqueness.

The fifth aspect was the collaboration in contributing to social benefits. In this aspect, the local businesses asked the real estate developers to collaborate on reducing inequality in trade to prevent business gentrification. The railway company and municipality were asked to collaborate on contributing a green and open space within the TOD area. The municipality was also expected to prioritize the local businesses in the urban redevelopment plan.

The last aspect was the collaboration in advertising local businesses. The key stakeholders were asked to collaborate on helping advertise the local businesses using their advertising media and channels.

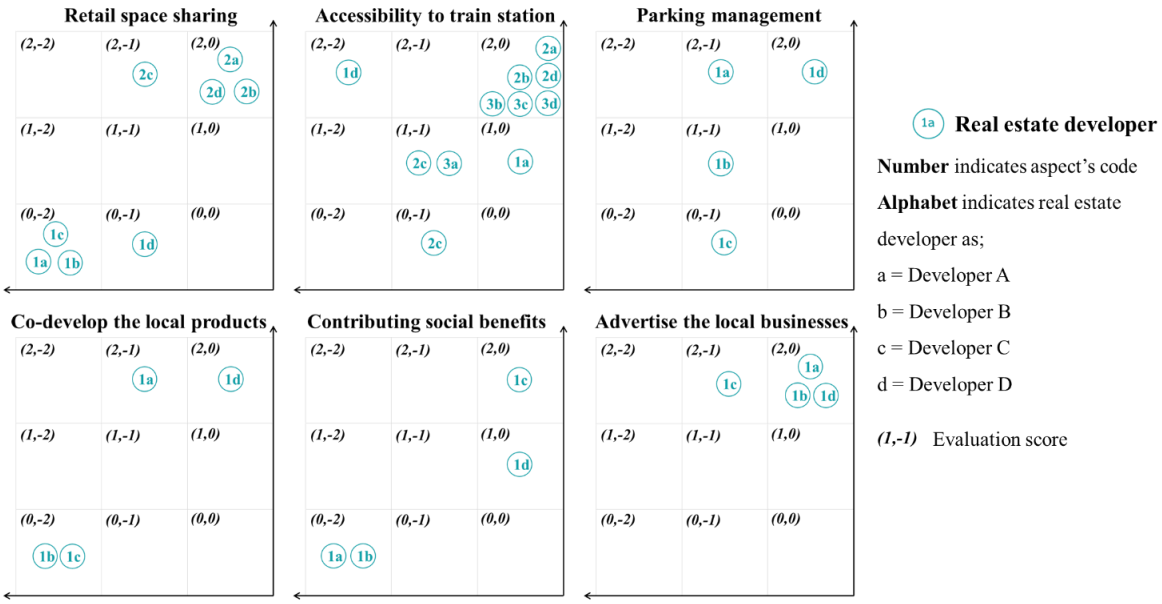
Key stakeholder willingness to collaborative programs was given in three evaluations regarding the role of the stakeholder. Each collaborative program contained a slightly different context depending on the role of the stakeholder involved in the topic of the collaboration on TOD urban regeneration raised by local entrepreneurs. The evaluation was based on four levels of possibility that revealed different attitudes on collaboration, considering both positive and negative impacts of the program.

Real estate developers' evaluation

The real estate developers' evaluation results are shown in Figure 2, and the explanation of the collaborative program is shown in Table 1. The aspect with a positive attitude from the developers was advertising for local businesses. All developers positively encouraged this program and stated that the company had a policy to help promote the local businesses near the property to make the district attractive. Next was the collaboration on increased accessibility to the train station, especially improving and continuing sidewalks and investing in a pedestrian bridge. These are required for commercial property development to ensure customers have convenient access to the property. Developers were willing to collaborate with local entrepreneurs and other stakeholders to help improve the accessibility around the district and for good connections to the train station, which was also considered a potential mode of access.

Real estate developers had a positive attitude toward sharing retail space with strong negative opinions on rental discounts due to the conflict with the company's leading source of income. However, they were positive about offering the privilege of renting from a local business. All real estate developers interviewed in this study stated that the local businesses could benefit from project development outside the capital city. The niche products from local entrepreneurs in each area were attractive to retail visitors and were often used in marketing plans in several locations outside Bangkok. Co-development of the local products and contributing social benefits depends on each company's policy and the corporate social responsibility (CSR) program the company was running. The attitude on these aspects was divided into strongly agree and strongly disagree. Although parking management was one of the concerns of real estate developers interested in improvement, two factors affected the opinion. One was that the company thought they would take care of parking only within their property because it was hard to collaborate with other stakeholders and the limitation on parking requirement regulations related to retail space development.

Figure 2: Real Estate Developers' Evaluations



***Note**: Real estate developers are anonymous*

Table 1: Aspect and Program of Real Estate Developers' Evaluation

Aspect	Aspect Code	Program
Retail space sharing	1	Rental discount
	2	Privilege of renting from local businesses
Accessibility to train station	1	Feeder transport
	2	Improve and continue sidewalk
	3	Investing in pedestrian bridge
Parking management	1	Investing in parking
Co-develop the local products	1	Co-investing and developing new local products
Contributing social benefits	1	Reduce inequality in trade
Advertise the local businesses	1	Advertise the local businesses

Railway companies' evaluation

The railway companies' evaluation results are shown in Figure 3, and the explanation of the collaborative program is indicated in Table 2. The evaluation of railway companies stayed on the positive side. The railway companies were willing to collaborate with local entrepreneurs to carry out urban regeneration, which would benefit the railway business as public transportation. The railway companies' evaluations indicated only a minor concern which could make it possible to proceed by subsidizing from the government in terms of monetary subsidies and regulation support. For retail space sharing, the concerns were indicated differently. The State Railway of Thailand does not operate the station itself and will have a concessionaire run it. Therefore, marketing decisions will be with the concessionaire. The MRTA operates the retail space in the stations within the capital city, so the local businesses are the usual tenant. Therefore, there is no need to grant any privileges to local businesses.

The concerns for collaborating on improving the accessibility to the train station were also stated in the different perspectives between the SRT and the MRTA. By law, the SRT must provide a pedestrian bridge (if needed) and continued sidewalks that connect to the station. Still, their willingness to contribute was low as the maintenance costs of public access facilities affect the company budget. The MRTA, on the other hand, was willing to provide accessible facilities. Still, there was a possibility that those facilities could conflict with local businesses around the station because passengers prefer to walk on an elevated walkway and would not visit a local business. Both companies have current programs for collaboration on parking management and co-development of local products and are willing to work with local entrepreneurs.

In addition, only the SRT had a conflict with contributing social benefits and advertising the local businesses. The SRT only complies with open space requirements stated by law due to the portion of open space affected by investors' decisions during the concession period. To help advertise local businesses, the SRT needs to consider the volume of passengers at a particular station before deciding on this collaboration program.

Figure 3: Railway Companies' Evaluation

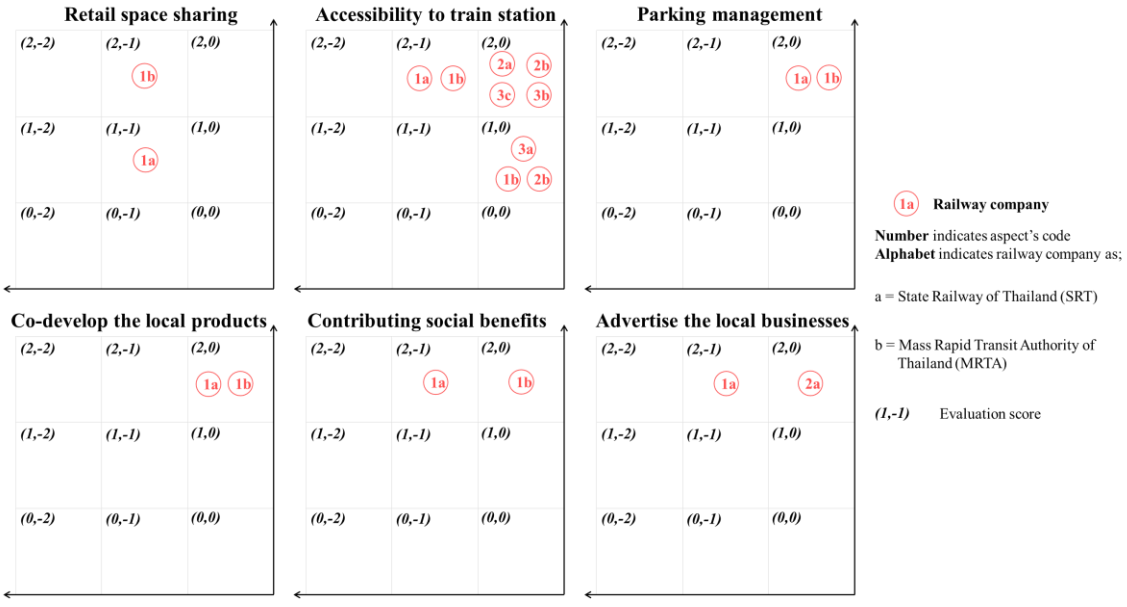


Table 2: Aspect and Program of Railway Companies' Evaluation

Aspect	Aspect Code	Program
Retail space sharing	1	Privilege of renting from local businesses
Accessibility to train station	1	Investing in pedestrian bridge and continuing sidewalk
	2	Investing in transit stop in proximity
	3	Investing in wayfinding in proximity
Parking management	1	Investing in parking
Co-develop the local products	1	Co-investing and developing a new local product
Contributing social benefits	1	Provide adequate green and open space
Advertise the local businesses	1	Provide space in the station for advertising the local businesses

Municipality evaluation

Municipalities interviewed in this study were willing to collaborate on retail space sharing, co-developing local products, contributing social benefits, and help with advertising the local businesses according to the obligations of local government as well as the city plan and vision to empower local businesses as the evaluation results are shown in Figure 4. The explanation of the collaborative program is indicated in Table 3. There were concerns and conflicts over the collaboration on physical infrastructure improvements due to the jurisdiction of the infrastructure. For example, some parts of roads or streets are maintained by the Department of Highways and some by the Department of Rural Roads.

The Bangkok government has not authorized any decisions on the routes of feeder transport. Still, a sub-contractor belonging to the Bangkok government can invest in public transport and public infrastructure in the role of a private company. Nevertheless, making a co-investment with a private company is prohibited for the sub-contractor, which causes an impossible situation for collaboration on the parking management option. Another conflict associated with the budget allocation is that the funds will not provide enough for maintenance if new infrastructure is built. The budget concerns can be solved more efficiently using subsidies or SCR projects supported by private companies.

Figure 4: Municipalities' Evaluation

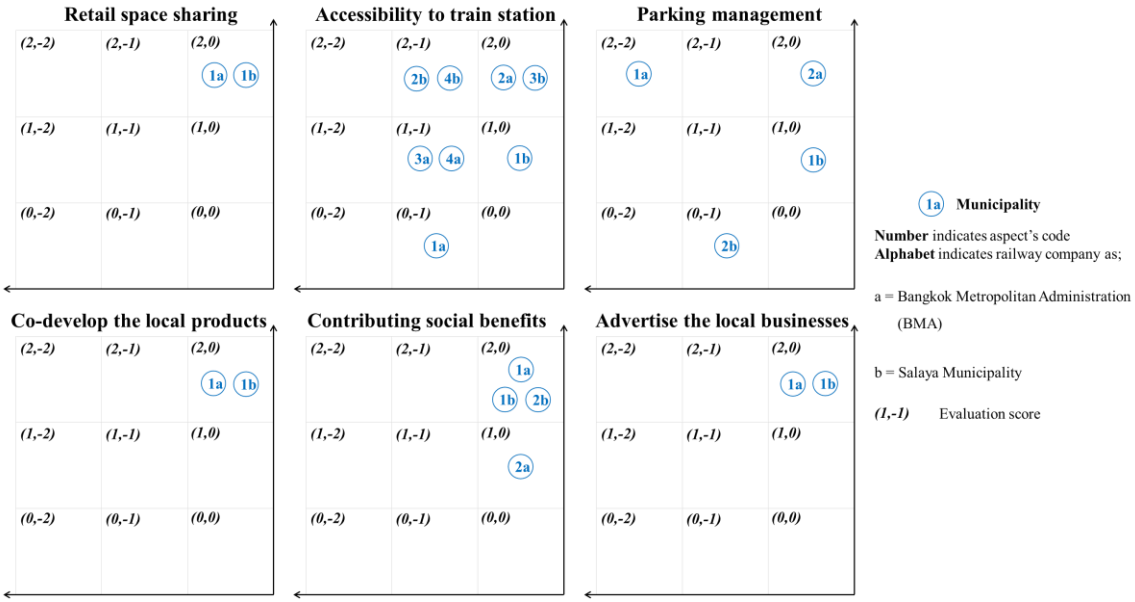


Table 3: Aspect and Program of Municipalities' Evaluation

Aspect	Aspect Code	Program
Retail space sharing	1	Zoning use of commercial promotion around the train station
Accessibility to train station	1	Investing in feeder transport
	2	Improve and continue sidewalk
	3	Keeping the area clean and providing garbage disposal points
	4	Provide adequate lighting
Parking management	1	Investing in parking near commercial zone
	2	Stricter roadside parking control
Co-develop the local products	1	Co-invest and develop new local products
Contributing social benefits	1	Promote and prioritize local businesses
	2	Provide adequate green and open space
Advertise the local businesses	1	Advertise local businesses

Conclusions and discussions

The collaboration scenarios evaluated by the key stakeholders indicate the different attitudes on collaborative urban regeneration programs according to the role of each stakeholder. Local entrepreneurs are seeking opportunities to adapt their core businesses to the future changes in the area's visitor density and the change in visitor type. This association would be more varied and tend to show an increase in tourist groups. Results from the first part of the workshop divided the collaborative programs into economic and physical factors, which are associated with the findings of Murtagh (1998). Economic factors are associated with adaptation in business and marketing plans, such as the collaboration on developing new

local products and increasing visibility of the local businesses to attract more visitors and improve the quality of local products. Physical factors are associated with infrastructure development that extends from the new railway station redevelopment and potentially helps improve mobility in the area and the efficiency improvements of existing public infrastructure.

There are differences in the collaboration details that local entrepreneurs raised for each key stakeholder within the same program. In sharing retail spaces, local entrepreneurs expected real estate developers to offer them a retail space with a discount while expecting just a privilege in the rental area from railway companies and municipalities. In accessibility improvement, local entrepreneurs did not expect the railway company to invest in feeder transport, unlike in other countries such as Japan (Shoji, 2001). A railway company in Japan also operated feeder transport to connect the railway station with other places in the city as part of the diversification of business. Furthermore, local entrepreneurs also expected the municipality to improve cleaning and lighting, which is already a compulsory task for a municipality. Surprisingly, the lighting matter did not receive a positive attitude on improvement or even collaboration to improve.

In parking management, local entrepreneurs requested the municipality to be stricter on roadside parking to help improve traffic in the area. In social benefit contributions, local entrepreneurs expected real estate developers to collaborate with local businesses to avoid inequity in trade in the area. Evaluation results indicated that half of the evaluators gave a strongly negative opinion of this program. In addition, local entrepreneurs expect the railway company and municipality to help contribute public and green spaces for the social contribution, which is quite favorable for the implementation.

According to the evaluation results, there is a common aspect for future collaboration in marketing strategies such as advertising and representing localness. Local entrepreneurs and key stakeholders mostly agreed on this program. Disagreement on collaborative urban regeneration depends more on the role of the company or organization. We found that real estate investors have more diverse attitudes toward collaboration with local entrepreneurs depending on the focal point of the company's CSR program. Some companies have a mandate on the topic of their CSR program and are not flexible to change, which affects decisions for collaboration in urban regeneration even though they saw opportunities from the collaboration. At the same time, the railway companies and municipalities have a homogenous attitude on cooperation with local entrepreneurs in urban regeneration programs due to the similar nature of their organizations that are mainly not involved in the investment part. That made it easier for them to join the program by providing in-kind encouragement.

The real estate developer's mandate also extended to the contribution of physical infrastructure. They are willing to contribute within the boundaries of the company's land. Companies will comply with the building laws and regulations, which already include an accessibility encouragement for the surrounding area. The contribution is limited to the minimum requirement as an investment cost and expected returns are the focus of their investment. For these reasons, companies are willing to collaborate by contributing within the boundaries of their land. Still, they are unwilling to co-create with other stakeholders to avoid conflicts and uncontrollable factors that might occur from the regeneration programs.

For the urban regeneration program around the transit station, the experienced railway company indicated less concern and more willingness to collaborate with local entrepreneurs

to physically redevelop the area to be ready for the new railway service. However, the less experienced railway company has some concerns about collaborating, especially in sharing retail space, social contribution, and advertising the local businesses, due to an unclear comprehensive project plan for railway business development that did not integrate with the non-rail business.

The different attitude between the two municipalities in this study concerns the aspects of retail sharing, feeder system investment, and parking management. The experienced municipality, BMA, identified more negative impacts caused by these collaboration programs. Most of the concerns are about the legal limitations preventing the local municipality from co-investing with private companies even though public infrastructure is needed for the regeneration program. Another concern is the jurisdiction over the public infrastructure, as some parts are maintained by organizations such as the Department of Highways and the Department of Rural Roads. The owner of public infrastructure holds absolute control over the design and function of the infrastructure; therefore, the local municipality does not have the right to change it to fulfill local demands based on the urban regeneration program.

IRB Approval

This research protocol was approved by the Mahidol University Central Institutional Review Board (COE No. MU-CIRB 2020/087.1607).

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