



Majlis Perbandaran Melaka Bandaraya Bersejarah (MPMBB)

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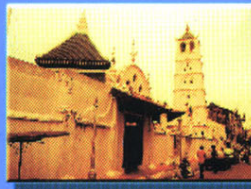


Japan International Cooperation Agency (JICA)

THE STUDY ON THE IMPROVEMENT AND CONSERVATION OF HISTORICAL URBAN ENVIRONMENT IN THE HISTORICAL CITY OF MELAKA



FINAL REPORT



JFY 2002

ZMD Planning Consult

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AND CONSERVATION OF HISTORICAL
URBAN ENVIRONMENT IN THE
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RM1.00 = US\$3.800
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Preface

At the request of the Government of Malaysia, Japan International Cooperation Agency (JICA), the implementing Agency for technical cooperation of Japan's Official Development Assistance (ODA), decided to conduct a Study on the Improvement and Conservation of Historical Urban Environment in the Historical City of Melaka.

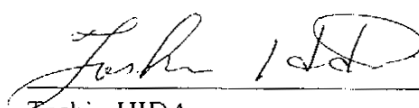
JICA Malaysia Office has selected and engaged ZMD Planning Consultant as the consultant to carry out this Study. The Study team is headed by Mr. Zulkifuli Mohd Dahlim and consists of various other experts.

The Steering Committee chaired by YB Dato' Jahaya B. Mat, Melaka State Secretary and the Technical Committee was set up to coordinate, examine and guide the Study team.

The Study team held discussion with officials from the Government of Malaysia, especially from the Melaka Municipal Council. They conducted field survey, analyzed data, collected and conducted pilot public participation activities to prepare this final report.

It is a pleasure to note that various proposal and recommendations aiming to contribute to the improvement and conservation of historical urban environment of Melaka have been made. As such it is important that continuous examinations on proposals and recommendations from this report should be made in order to achieve the objectives of this Study. I also hope this report will contribute to further activities that will be headed by the Government of Malaysia in context of this Study.

Finally, I wish to express my sincere appreciation to the private and public sectors for their contributions by participating and assisting in conducting this Study



Toshio HIDA
Resident Representative
Japan International Cooperation Agency
Malaysia Office

Our Ref : ZMD / R&D / 010
Date : 20 December 2002

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Resident Representative,
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Dear Mr. HIDA

THE STUDY ON THE IMPROVEMENT AND CONSERVATION OF HISTORICAL URBAN ENVIRONMENT IN THE HISTORICAL CITY OF MALACCA
-Letter Of Transmittal-

We are pleased to submit the Final Report on the Study on the Improvement and Conservation of Historical Urban Environment in the Historical City Of Melaka. The report consists of Final Report, Summary, Public Participation Manual. The reports have incorporated comments made by the Technical and Steering Committees.

The objectives of the study are to formulate the pilot plan for sustainable improvement of urban environment and conservation of character as historical heritage through local community's participation in the planning process, with emphasis on harmonization with economic activity such as tourism and to provide principle guideline which stimulate the local community's participation in the planning process.

We hope that this report will contribute towards improvement and conservation of urban environment of the Historical City of Melaka. We wish to take this opportunity to express our sincere gratitude to Japan International Cooperation Agency and Majlis Perbandaran Melaka Bandaraya Bersejarah for commission us to undertake this study. Our gratitude also extended to the officials of EPU, State Secretary and other related agencies for their cooperation and assistance during the course of the study. Special thanks should also be given to the local communities and stakeholders who participated in our workshops and discussions.

Thank You

'ZMD TOWARDS ACHIEVING MS ISO 9001'

Yours sincerely
ZMD PLANNING CONSULT



ZULKIFLI MD DAHLIM
Team Leader

Study on the Improvement and Conservation of
Historical Urban Environment in the Historical City of Melaka.

EXECUTIVE SUMMARY

1. Study Background

On the official request from the Government of Malaysia to conduct a Study on the "Improvement and Conservation of Historical Urban Environment in the Historical City of Melaka", the Japan International Cooperation Agency (JICA), the official agency responsible for the implementation of the technical cooperation for the Government of Japan has decided to conduct the Study.

2. Study Objectives

The objectives of the Study are:

- a. to formulate the pilot plan for sustainable improvement of urban environment and conservation of character as historical heritage through local community's participation in the planning process, with emphasis on harmonization with economic activity such as tourism.
- b. to provide principle guideline which stimulate the local community's participation in the planning process.

3. Study Area

The study area coincides with the area defined by MPMBB as the 'Heritage Conservation Zone 1 – Block 1 and 2' in the Council's draft local plan of 1994. The study area covers 0.61 sq.km of the MPMBB's area with about 1,423 building lots and is bisected by the Melaka River. (Figure 1)

4. Study Approach

Central to the overall study approach is the local community participation and consensus building in order to prepare a sustainable form of development plan. In addition, a steering and a technical committee are set up with members from the various government agencies to provide the study team with various inputs and suggestions.

In demonstrating this planning approach, two public participation workshops and a focus group discussion were conducted involving the local communities in the planning process, especially in the identification of urban environment and conservation issues.

(1) Public Participation Workshop #1

The objectives of the first public participation workshop are:

- To raise awareness of the local stakeholders about the study
- To raise awareness and create discussion on local urban environment and conservation issues
- To gather and develop consensus on local issues for incorporation into the Area Wide Development Plan (AWDP)

A focus group discussion was also carried prior to the conduct of the 2nd Workshop.

(2) Public Participation Workshop #2

The objectives of the 2nd workshop are:

- To publicise the findings of the 1st workshop to the participants
- To table the proposed AWDP for addressing the issues raised in the 1st workshop
- To discuss the pilot project initiatives.

5. Proposed Area Wide Development Plan

An Area Wide Development Plan (AWDP) for the Study Area is prepared for solving the various environmental and conservation issues discussed and identified in the public participation workshop as well as from analyses of survey results and other data obtained from previous study reports. This AWDP comprised of a set of development concepts, policies and strategies as well as a physical plan, indicating the various improvement measures. Such a plan can be a reference and model for preparing “A Special Area Plan” within the wider Local Plan for the conservation area.

Six basic guiding principles and development concepts were developed. Based on these principles, three general strategies and specific development strategies in five categories were formulated as shown in Figure 2.

These strategies for improving and conserving the historical urban environment in the Study Area are expressed in the proposed Area Wide Development Plan as shown in Figure 3. The major features of this AWDP are:

- The Study Area is clearly demarcated into the Conservation Core and Buffer Zone.
- Within this Study Area, a system of pedestrian facility network is planned including pedestrian bridges, pocket parks and suitable fringe parking. With better linkages between parking, pedestrian way and public transport, ‘park & ride or park & walk’ can be encouraged.
- A main visitor centre with supporting interpretation centres are to be developed. The Visitor Centre is to be located near to the Melaka River Mouth, with direct linkage by the Grand Entry Way.
- Riverside promenade with dockland redevelopment project are proposed, thus giving emphasis and focus to the gateway to the historical city.
- Streetscape improvement to address deteriorating building structures, inappropriate signage, street furniture, parking and traffic safety issues

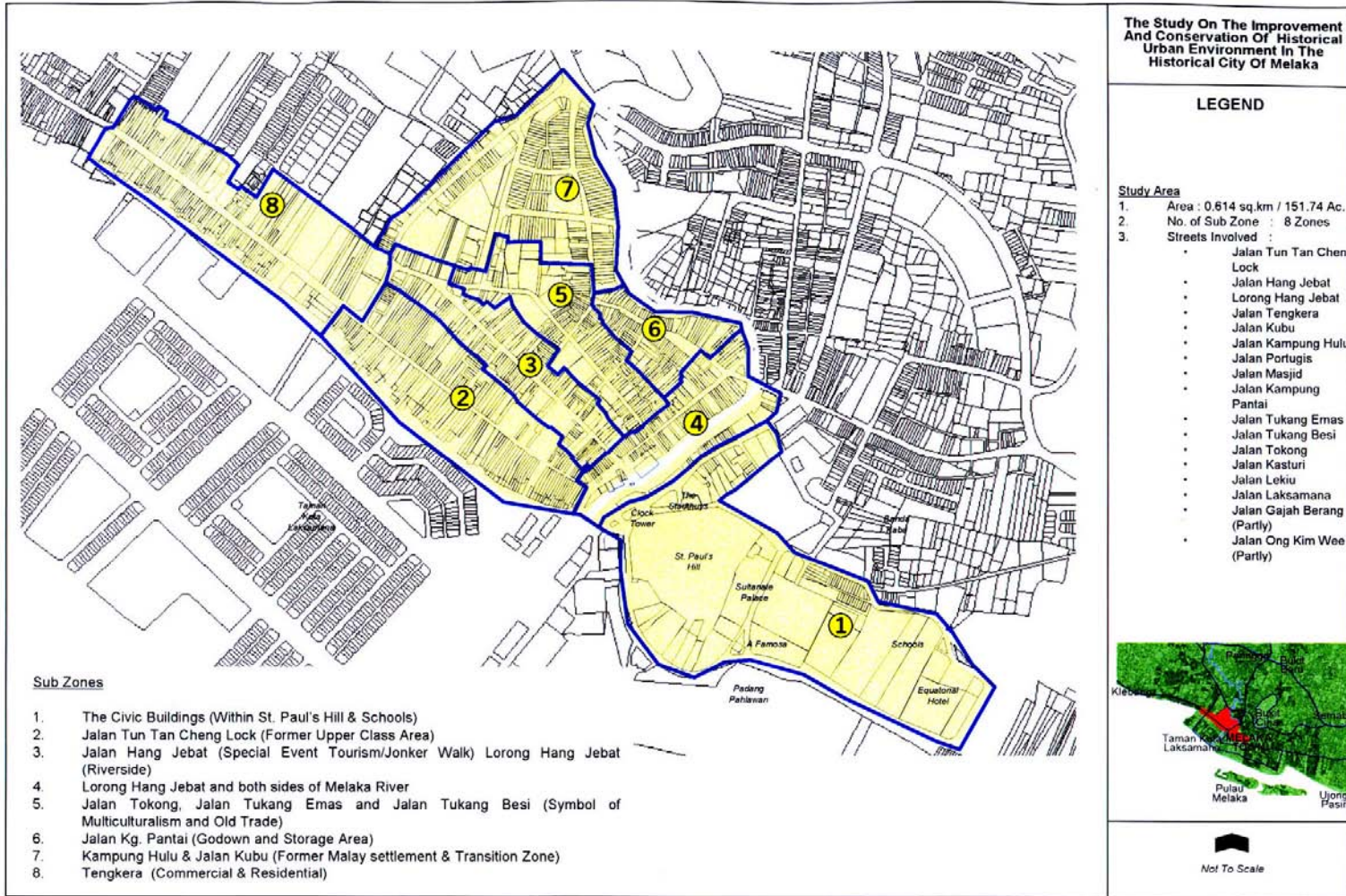


Figure 1 : The Study Area and 8 Sub Zones

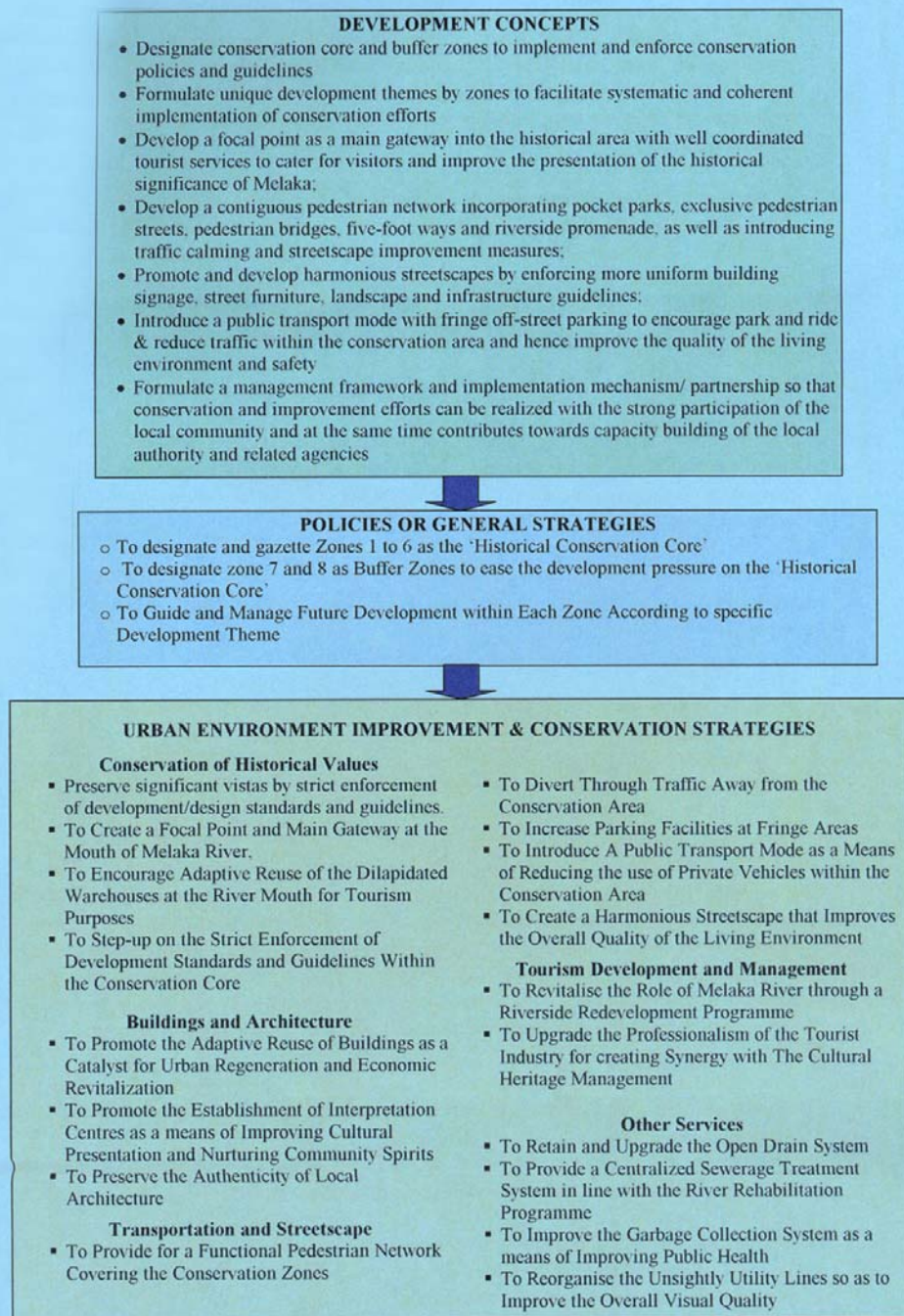


Figure 2: Development Concept, Policies & Strategies on Environment Improvement & Conservation

The AWDP contains a wide range of possible actions to be taken to achieve the goal of improving the urban environment. Some of these actions are urgent while others may be accorded with lesser priority. Some of these are extensions or improvements to the existing urban services provided by the local authority while others require new funding to carry out as specific upgrading projects.

Furthermore, some of the strategies can be formulated into stand-alone projects such as visitor centre or dockland rehabilitation projects; while others would be more suitable to be implemented in packages. Streetscape improvement, for instance should be implemented as a package with building/architecture improvement/upgrading, signage reorganisation, street improvement with pedestrian facility, drainage and utility improvements. Before any projects can be formulated for implementation, however, more detail studies on a particular subject or area should be taken.

6. Pilot Area Improvement Plans

Based on the AWDP, detailed analyses of the current situations and issues encountered in a selected Pilot Project Area was carried out to demonstrate the planning method and contents of analyses for improving the urban living environment as well as conserving the historical and cultural heritage.

Zone 5 was selected from among the 8 zones in the Study Area for this purpose, based on a scoring system on several criteria, such as location, heritage values, type of stakeholders, implementation potential and others.

For this Pilot Project Area, three project initiatives were formulated:

- Community Based Interpretation Centre program (CBIC)
- Traffic Calming And Streetscape Improvement program (TCSI)
- Heritage Building Conservation Scheme (HBCS)

(1) Community-Based Interpretation Centres (CBIC)

A community-based Interpretation Centre (CBIC) is proposed to be set up in the *Pilot Project Area*, for provision of heritage and other information of special interest related to the community of the area. It is to be managed by the community and serves as a heritage focal point for the community. The type of facilities available in the CBIC would depend on the resources at the disposal of the community. The centre is to be used mainly for the betterment of the local community as a priority, but also as an information centre for visitors and tourists.

This CBIC is to be the intermediate level in a hierarchy of Interpretative Centres with the proposed Visitor Centre as the top level and other smaller centres set up by the various local communities or interest groups at the third level.

(2) Traffic Calming and Street Improvement Program

A proposed Traffic Calming and Street Improvement Program (TCSI) is a program to improve the street environment in the *Pilot Area* which in turn contributes towards the improvement of the quality of life for local residents and businesses.

The proposed TCSI Program could include installation of traffic-calming measures to reduce the threat of fast and large vehicles to pedestrians, such as speed control kerbs, road surfaces and

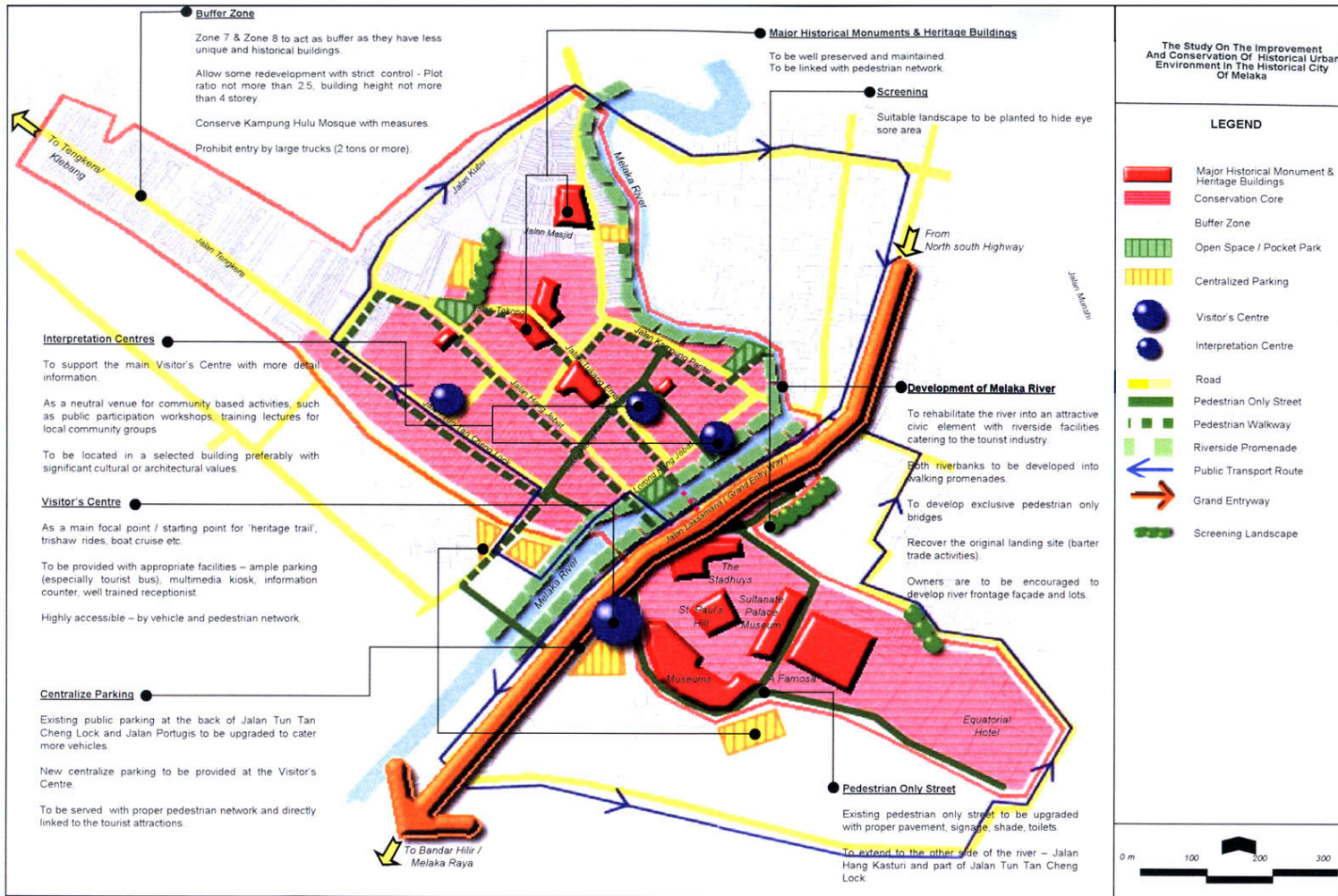


Figure 3 : Area Wide Development Plan

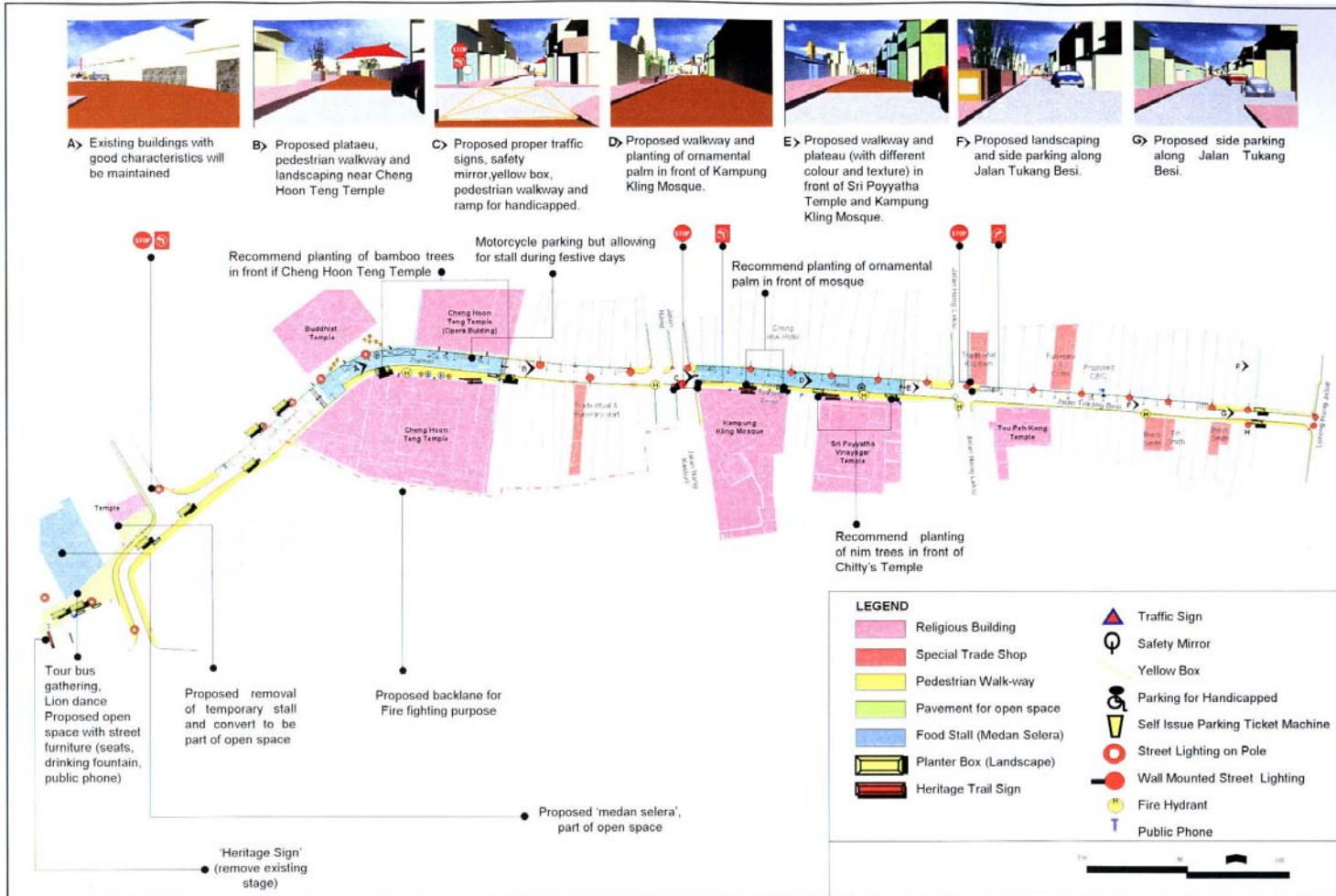


Figure 4 : Proposed Improvements for Jalan Tokong, Jalan Tukang Emas and Jalan Tukang Besi

meandering roadway. The program should also include street furniture, street lighting, decorative features and planting / landscaping as well as common community areas such as corner -parks. While most of the construction work will fall under the purview of the government and perhaps business interests, the community must participate in their planning and by adopting certain assets through regular use, monitoring and maintenance.

The proposed traffic calming and street improvement layout is shown in Figure 4.

(3) Heritage Building Conservation Scheme (HBCS)

A proposed Heritage Building Conservation Scheme (HBCS) is a program to improve the urban environment in the Pilot Area through improvement and management of building assets. The objective of this proposed HBCS is to demonstrate the method of assessment of cultural significance of the buildings, and designating the appropriate conservation strategies for each of the buildings, but with considerations given to their impacts on the overall streetscape. These results are to be expressed in a heritage building/streetscape improvement plan.

This heritage building improvement plan must be prepared for each building before any conservation work is carried out to it. The purpose of such a plan is to clearly understand and document the significance of the site, assessing the vulnerability of the significance, evaluate its physical conditions, and indicate what strategies and actions are to be taken to care for the buildings and the overall streetscape.

The contents of such a heritage building/streetscape improvement plan will include :

(a) Assessment of cultural significance

- Background (basis of assessment)
- Understanding the site: Historical, architectural, landscape, etc.
- General statement of significance

(b) Evaluate Physical Conditions

- Evaluate physical integrity of the building, including external and internal,
- Conditions of architectural elements
- State of replacement of major elements like windows, doors, roof.

(c) Conservation Strategies

- Requirement and constraints arising from the statement of significance
- Referral and compliance to design guidelines (as proposed by UTM study, 2002)
- Requirements imposed by external factors (relevant legislation and government policy, etc.)
- Building use (adaptive reuse, preserve present use, allowable new uses, etc)

To demonstrate this, the north-eastern block of buildings on Jalan Tukang Emas was selected as an example for analysis for this Heritage Building Conservation Scheme. There are 18 buildings (even lot number from 2-36) in this block and they are evaluated in terms of architectural style, heritage significance, type of restoration work required and suitable building uses.

7. Cost Estimate of Proposed Improvement Projects

The total estimated cost for all the three schemes or projects for the Pilot Area of Zone 5 is estimated to be RM10.15 million^{*1} (Table 1) This estimated cost however must only be used as an indicative figure only, pending on more detail investigation into building conditions and thus repair/restoration costs.

Table 1 : Estimated Cost for Pilot Area Projects

No	Scheme	Estimated Cost
1	CBIC	RM 659,000
2	Traffic calming and street improvement	RM 1,640,000
3	Heritage building conservation	RM 7,850,000
TOTAL		RM 10,149,000

The estimation of total cost for similar improvements to the Study Area is done using the UNIT COST per item as computed from the estimation of costs for the Pilot Project in Zone 5. These unit costs per item are then applied to the computed total quantity covering the Study Area as in the AWDP to arrive at the total cost.

Thus, the implementation of similar improvements, namely, CBICs (include VC), street improvements and heritage building conservation schemes for the Study Area would incur a total estimated cost of about RM 51million.^{*1} (Table 2)

Table 2 : Estimated Total Cost for Improvement Projects in Study Area

No	Scheme	Estimated Cost
1	VC and 3 CBICs	RM 6,977,000
2	Traffic calming and street improvement over 3,550 metres	RM 13,135,000
3	Heritage building conservation	RM 30,880,000
Total		RM 50,992,000

Various possible funding sources are examined based on past development projects in Melaka. For the implementation of the proposed improvement projects, funding from both the public and private sectors are deemed necessary.

Table 3: Possible Funding for the Improvement Projects.

No.	Program	Possible Sources of Funding
1	CBIC and VC	Federal (eg.MOCAT) or State Funding
2	TCSI	State or Local Authority Funding
3.	HBCS	State and Federal Funding with stakeholders contributions.

^{*1} All the cost estimations are purely indicative in nature. They are rough estimates to provide a general grasp of the magnitude of project costs only. Detailed cost studies must be carried out for implementation.

8. Measures for Project Implementation

(1) Continuity in Public Participation & Community Involvement

Public participation is an important and integral aspect of this study and promotes the practice of good urban governance. Without public and community involvement in the planning of improvement measures, plans proposed for implementation would likely to meet with little supports or out right objections from the local communities. The recommended actions for the local authority include:

- Set up A specific Public Participation Committee or Taskforce
- Draw Up a Public Participation Action Plan
- Better Public Relation and Publicity
- Wider and Larger Representation Of All Local Communities
- Provide Training for facilitators and managers
- Using the public participation manual prepared by this Study as a reference, refine further the suggested procedure and thus producing a public participation model for Melaka.

(2) Preparation of A Heritage Management Plan

The Local Planning Authority of Melaka must prepare a Heritage Management Plan (HMP). The HMP however, is to expand further the Special Area Plan, to include the various 'tasks' suggested to be carried out by the Local Authority, such as the continuous conduct of public participation, institutional strengthening, preparation of database on all heritage and non heritage buildings, preparation of heritage building improvement plan and guidelines, schedule on improvement projects for the conservation area, specific funding sources and private / public contribution to the heritage building conservation project, type of management corporation to be set up, etc

The HMP shall also include special measures listed below to be undertaken by the local authority for revitalizing the local economy:

- encourage long-term investment by increasing market value of businesses or properties in the conservation area,
- support the building restoration trades, the retail and service industries and new commercial opportunities thereby creating employment within the Area.
- support and reinforce Melaka's importance as a world-class tourist destination.
- devise incentives, waivers and other forms of encouragement to induce local communities and businesses to retain their traditional lifestyle in the Conservation Area, provide free professional consultative services to local stakeholders in such areas as heritage building restoration, repairs, approval for internal refurbishment, sustainable reuse of buildings.

(3) Establishment of A Heritage Conservation Unit

In order that the Local Authority is able to achieve all the above suggested actions or tasks under the proposed Heritage Management Plan, a special unit to be called the Heritage Conservation Unit (HCU) must be set up in the Local Authority.

The HCU should have professional and sub-professional staff like architects, planners, engineers, draughtsmen, and technical assistants who should be provided training in conservation work and who should be aware of the shared vision of the Study Area.

The HCU has to carry out various tasks, the urgent ones of which are:

- (a) Inventory Database of Premises
- (b) Setting up of A Heritage Conservation Fund
- (c) Guidelines for Heritage and Non-Heritage Buildings
- (d) Standards Required for Restoration Work
- (e) Provide Architecture and Engineering Services
- (f) Schedule for Maintenance of Buildings
- (g) Prepare List of Stockists
- (h) Maintain a Strict Control of Activities in Study Area
- (i) Initiate the Establishment of a Public Participation Taskforce
- (j) Enforced No-Demolition Policy and Evict Building Use Violators
- (k) Initiate training of Tourist Guides and School Children
- (l) Setup Public Participation Task Force

(4) Suggested Amendments to Legal Provisions

The 1988 Melaka State Heritage Enactment has provisions for empowering the local authority to carry out conservation work in the State but the coverage of such power overlaps with those of the PERZIM and Museum Department. Therefore amendments to such areas can be expedited so that the Enactment can be more practical and functional for the local authority.

The proposed amendments to the Town and Country Planning Act to include heritage conservation that is currently underway would also help to strengthen the legal framework of the local authority to exercise such power in conservation work.

(5) Tri-party Partnership for Implementation and Management

It is suggested that the proposed HCU and the Local Authority initiate the setting up of a strong tri-party partnership, involving the government, the private sector (local businesses and other organizations) and local communities (include resident associations, religious, cultural groups and NGOs). Such a partnership, through a continuous process of mutual consultation and participation, would plan, implement, manage and monitor all the conservation projects in the designated Conservation Area.

9. Proposals and Recommendations

(1) Adapting the Process and Method Used in the Proposed AWDP for the Preparation of A Special Area Plan

This Study recommends that the Melaka State Government and MPMBB take the important step to prepare a 'Special Area Plan' based on the process, methods and some of the concepts, policies and strategies described in the proposed Area Wide Development Plan in this Study. This Plan, would then provide the proposed HCU to come up with a realistic Heritage Management Plan and prepare an implementable schedule for conservation projects.

(2) Strengthen the Existing Institutional Setup

The Study recommends the setting up of an efficient **Conservation Unit** within the Local Authority (MPMBB), as noted in the former section. The unit shall be staffed with professionals and sub-professionals experienced in Conservation Planning.

(3) Establish A Conservation Fund

This Study also recommends the proposed HCU in MPMBB to set up a **Conservation Fund** to carry out conservation projects in the designated Conservation Area. Details of contributions to this Fund and how it can be used to finance conservation projects must be worked out in consultation with the relevant government agencies as well as the local communities. However, a systematic procedure of approval for conservation work must be prepared by the HCU in consultation with the local communities, PERZIM, MHT and other related agencies, so that aids from the Government for such building conservation work must be awarded to those with full compliance to the established guidelines and requirements.

(4) Sustaining Public Participation and Community Involvement

One of the main thrusts of this Study is the deployment of Public Participation in the planning process. Conservation and improvement of urban environment such as in the historical areas of Melaka would succeed only with the full support and cooperation of the people who live there. Hence, continuous consultation and participation by the local communities is very important. For this purpose, this Study has also prepared **A Manual on Public Participation**, which can be used to plan and carry out future public participation workshops.

It is recommended that the Local Authority, specifically, the Heritage Conservation Unit, set up a public participation task force within the unit and initiate the establishment of a **community based organization**, with representation and participation of all the interest groups, communities, learned individuals, NGOs, religious and school committees.

(5) Implement The Proposed Pilot Area Improvement Projects

This Study recommends that the three **pilot projects** studied and proposed in details in this Study be implemented (total estimated cost RM10.1 million) using the mechanism as suggested and funding from both Federal and State Government.

These three pilot projects can become **showcases** in demonstrating the various **benefits** of conservation efforts to the public and local communities.

(6) Introduce A Better Revenue Capture Mechanism

The Study recommends the State Tourism Authority, the State Government and the Local Authority to work together in upgrading the professionalism of tour operators and guides; and at the same time to introduce a better system of **revenue capture**.

(7) Replicate Similar Improvement Initiatives to Other Areas

Finally, the Study recommends that the Heritage Conservation Unit continue to conduct detailed planning for the other zones within the Conservation Area and draw up similar improvement plans. This planning effort must draw upon the processes as demonstrated in this Study, and further refined with outcomes and experiences gained from implementing the three Pilot Projects proposed by this Study.

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GLOSSARY

AWDP	: <i>Area Wide Development Plan</i>
AEG	: <i>Annual Equalisation Grant</i>
UNESCO	: <i>United Nation Education Scientific and Cultural Organisation</i>
MPMBB	: <i>Majlis Perbandaran Melaka Bandaraya Bersejarah</i>
CBIC	: <i>Community Based Interpretation Centre</i>
TCSI	: <i>Traffic Calming and Street Improvement</i>
HSIS	: <i>Heritage Streetscape Improvement Scheme</i>
HBFI	: <i>Heritage Build Form Improvement Program</i>
NGOs	: <i>Non-Government Organizations</i>
JPBD	: <i>Jabatan Perancangan Bandar dan Desa</i>
PERZIM	: <i>Perbadanan Muzium Melaka</i>
MHT	: <i>Malacca Heritage Trust</i>
UTM	: <i>Universiti Teknologi Malaysia</i>
MARA	: <i>Majlis Amanah Rakyat</i>
HCU	: <i>Heritage Conservation Unit</i>
TNB	: <i>Tenaga Nasional Berhad</i>
JBA	: <i>Jabatan Bekalan Air</i>
JKR	: <i>Jabatan Kerja Raya</i>
JPS	: <i>Jabatan Pengairan dan Saliran</i>
BOMBA	: <i>Bridget Operasi Menyelamat Bahaya Api</i>
MOCAT	: <i>Ministry of Culture Arts and Tourism</i>
KEMAS	: <i>Kemajuan Masyarakat</i>
SMEs	: <i>Small-Medium Enterprises</i>
IC	: <i>Interpretation Centre</i>
VC	: <i>Visitor Centre</i>
FIT	: <i>Free Independent Travellers</i>
MCCCI	: <i>Melaka Chinese Chamber of Commerce and Industry</i>
