

Chapter 1:

# INTRODUCTION



This study on the “*Improvement and Conservation of Historical Urban Environment in the Historical City of Melaka*” (here in after called the Study) is conducted under the technical cooperation program of the Government of Japan, implemented by the Japan International Cooperation Agency (JICA), for the Government of Malaysia. The Melaka Municipal Council (Majlis Perbandaran Melaka Bandar Bersejarah or MPMBB) is the main counterpart agency for this Study.

## 1.1 STUDY BACKGROUND

Recognizing the importance of preserving the country’s cultural heritage for the sake of future generations as well as a vital asset for tourism, both the Federal and State governments have been involved actively in the preservation and restoration of historical monuments and sites in Melaka. In the past, many of the civic buildings such as the Dutch Studhuys, A’ Formosa or Fort Santiago have received continuous government funding and assistance in terms of restoration and conservation by virtue of their high tourism value and potential. Most of these buildings were also well protected as national monuments under the existing laws governing antiquities in the country.

However, many of the private buildings in the old quarters do not qualify for financial assistance from the government and thus, the conservation efforts carried out within the old settlement area in the past, have been largely self-funded. As a result, many of the physical structures of the existing buildings are either in a poor state of repair or had to give way to uncontrolled redevelopment, which has stripped away their valuable architectural and cultural heritage and significance, passed down through many generations.

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 assistance for the Government of Japan has decided to conduct the Study. By way of its official procedure, JICA has appointed ZMD Planning Consult, a local consultant firm in based in Malacca to conduct this study.

Officially called ‘The Study on the Improvement and Conservation of Historical Urban Environment in Malacca’, this Study is to examine the need for conservation and revitalisation of the historical centre and to improve the quality of the built environment. Central to the planning process adopted for the study is the emphasis on the involvement of the local communities in the decision making process. This Study is aimed at producing an overall development plan for the study area and subsequently, a more specific improvement plan for a selected pilot project site. At the same time, this Study also aims to produce a practical set of guidelines for public participation in conservation planning for Malacca and Malaysia as a whole.

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## 1.2 OBJECTIVES OF STUDY

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.

## 1.3 BASIC CONCEPT OF HISTORICAL CONSERVATION

The principle in the conservation of historic towns according to UNESCO is adopted for the Study.

**"The conservation of historic towns and urban areas" is understood to mean** those steps necessary for the protection, conservation and restoration of such towns and areas as well as their development and harmonious adaptation to contemporary life. **(see UNESCO's "recommendation concerning the safeguarding and the contemporary role of historic areas" (Warsaw – Nairobi, 1976))**

The principles and objectives on the conservation of historic town require that :

- The conservation of historic town should be a part of **coherent policies** of economic and social development.
- Qualities to be preserved include the **historic character** of the town and all those materials and spiritual elements that express this character,
- **Participation and involvement** of the residents,
- Conservation of historic town **demands prudence**, a systematic approach and discipline.

These key elements of conservation efforts in a historical town are further explained below:

### (1) Coherent Policies

Coherent policies for the conservation of the Study Area are examined and provided for in the proposed Area-Wide Development Plan in the form of a set of broad development and conservation policies, supported by detail guidelines and strategies by sub-area or zones. The broad policies are in line with the overall state-wide development strategy and existing guidelines or legal provisions.

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## **(2) Historic Character**

The proposed Area Wide Development Plan shall ensure that detailed guidelines and development strategies seek to achieve the conservation of the unique character of buildings, streets, cultural and religious activities as well as the use of spaces within the conservation area. Where special and unique identifiable character of street or space exist, such character will be enhanced and developed.

## **(3) Participation And Involvement Of Residents**

The participation and involvement of residents as demanded by the above principle are incorporated in this Study in the form of public participation workshops. Several workshops are to be conducted throughout the planning process.

In contrast to other previous studies on this historical area in Melaka, this Study therefore has taken one step further in explaining and articulating issues to the community and recognising the views and aspirations of the local residents. Local planning and development issues voiced by the public participants workshop are reflected in the AWDP and Pilot Area Improvement Plans.

## **(4) Prudence**

For conservation efforts to work, a systematic mechanism of monitoring, enforcement and control is necessary. To this end, legal provisions and effective administration must be set up and knowledgeable manpower are trained to carry out their tasks. At the same time, professional assistance must be provided to local residents and building owners through the establishment of a management corporation or local resident associations.

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## 1.4 LOCATION OF STUDY AREA AND ITS HISTORY

### 1.4.1 Regional Setting of the Study Area

The State of Melaka is located strategically in the Central Region of Malaysia, which is the most economically progressive and vibrant region in the country. It is also served by the North-South Expressway, with a travelling time of 1 ½ hours to the Federal Capital, Kuala Lumpur and 2 hours to Singapore. Despite its limited land mass and natural resources, Melaka has been able to transform its economy in terms of its Gross Domestic Product (GDP), from 6.3% of the total share for the Central region in 1990 to 7.4 % in 2000. Various major infrastructure projects planned for the State will further enhance Melaka's position and economic standing. The proposed Coastal Highway, upgrading of the Batu Berendam Airport and the possible extension of the Multimedia Super Corridor (MSC) boundary to include Melaka are some of the projects in the pipeline. In 2000, the population of Melaka was 602, 167 persons but the population is expected to increase to almost 1 million by the year 2020 (Figure 1.4.1).

Essentially, the mainstay of Melaka's economy over the past decade have been manufacturing and cultural tourism. Together with Penang, Melaka possesses the most number of cultural tourism assets in the form of monuments, sites and intangible cultural resources such a unique blend of culture, food, etc.

Based on its potential and prospects, the State government has set a target for Melaka to be a 'developed state' by the year 2010. Related to this vision, is the State's aspiration to get Melaka inscribed as a World Heritage Site. This is in recognition of Melaka's past and present contribution to the world as a showcase for multi-culturalism and racial tolerance.

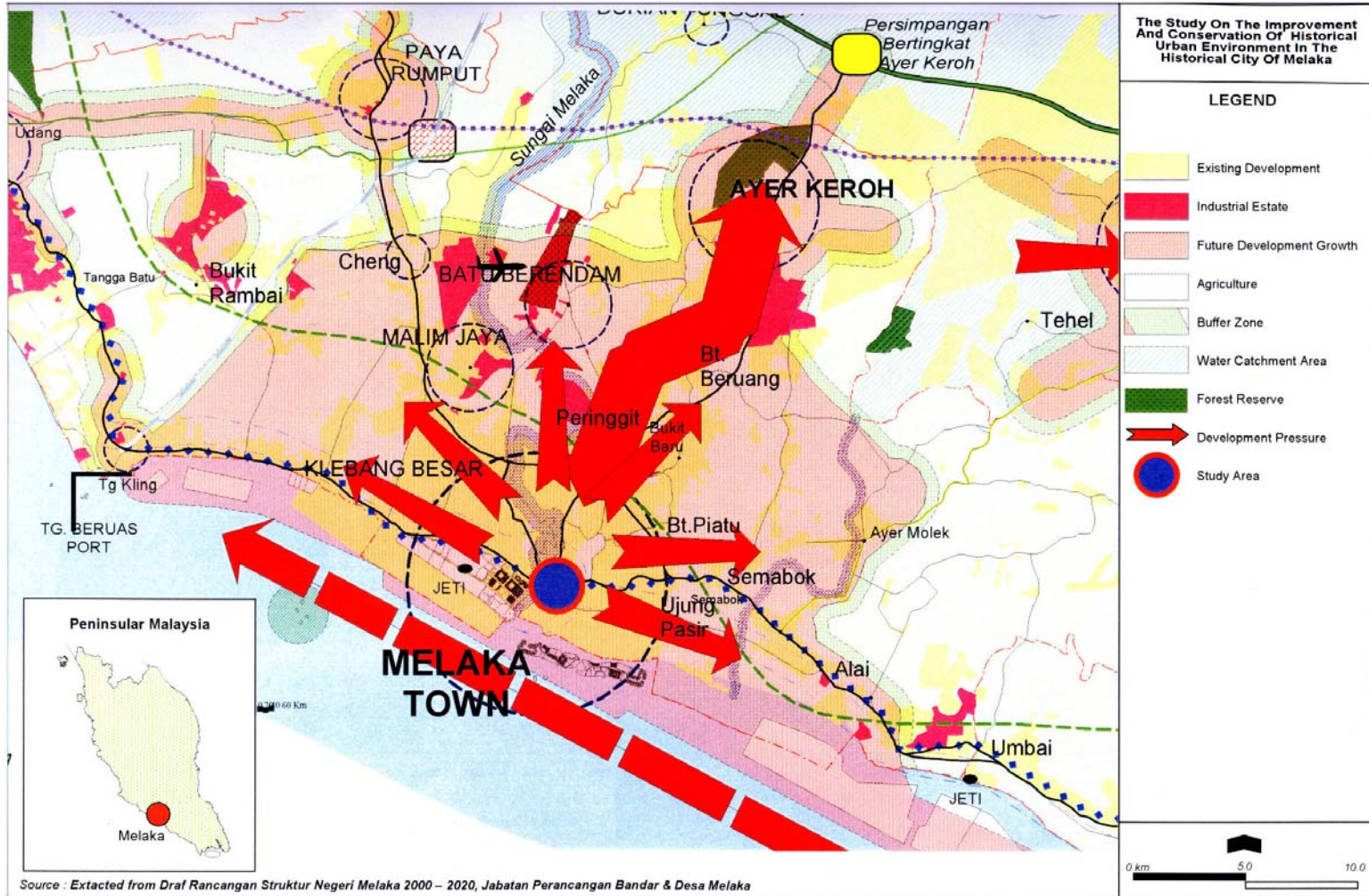
### 1.4.2 Profile of the Study Area

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 it is bisected by the Melaka River. (Figure 1.4.2)

Broadly, the study area can be subdivided into 8 zones according to their distinct character. This zoning system would facilitate the analyses of issues and demarcation of localized areas. The zones are as follows:

- Zone 1: The civic area (St.Paul's Hill and other major public buildings),
- Zone 2: Jalan Tun Tan Cheng Lock (formerly Heeren Street or millionaires row)
- Zone 3: Jalan Hang Jebat (formerly Jonker Street area)
- Zone 4: Lorong Hang Jebat (the riverside or formerly called the 1<sup>st</sup> cross street)
- Zone 5: Jalan Tokong, Jalan Tukang Emas and Tukang Besi (Temple Street, Goldsmith and Blacksmith Street, an old trades area)
- Zone 6: Jalan Kg.Pantai (Godown and commercial area)
- Zone 7: Kg.Hulu and Jalan Kubu (formerly a Malay settlement and transition zone)
- Zone 8: Jalan Tengker (a mixed residential and commercial area).

The general characteristics of these zones are illustrated in Figure 1.4.3



**Figure 1.4.1 : Regional Setting of Melaka Town**

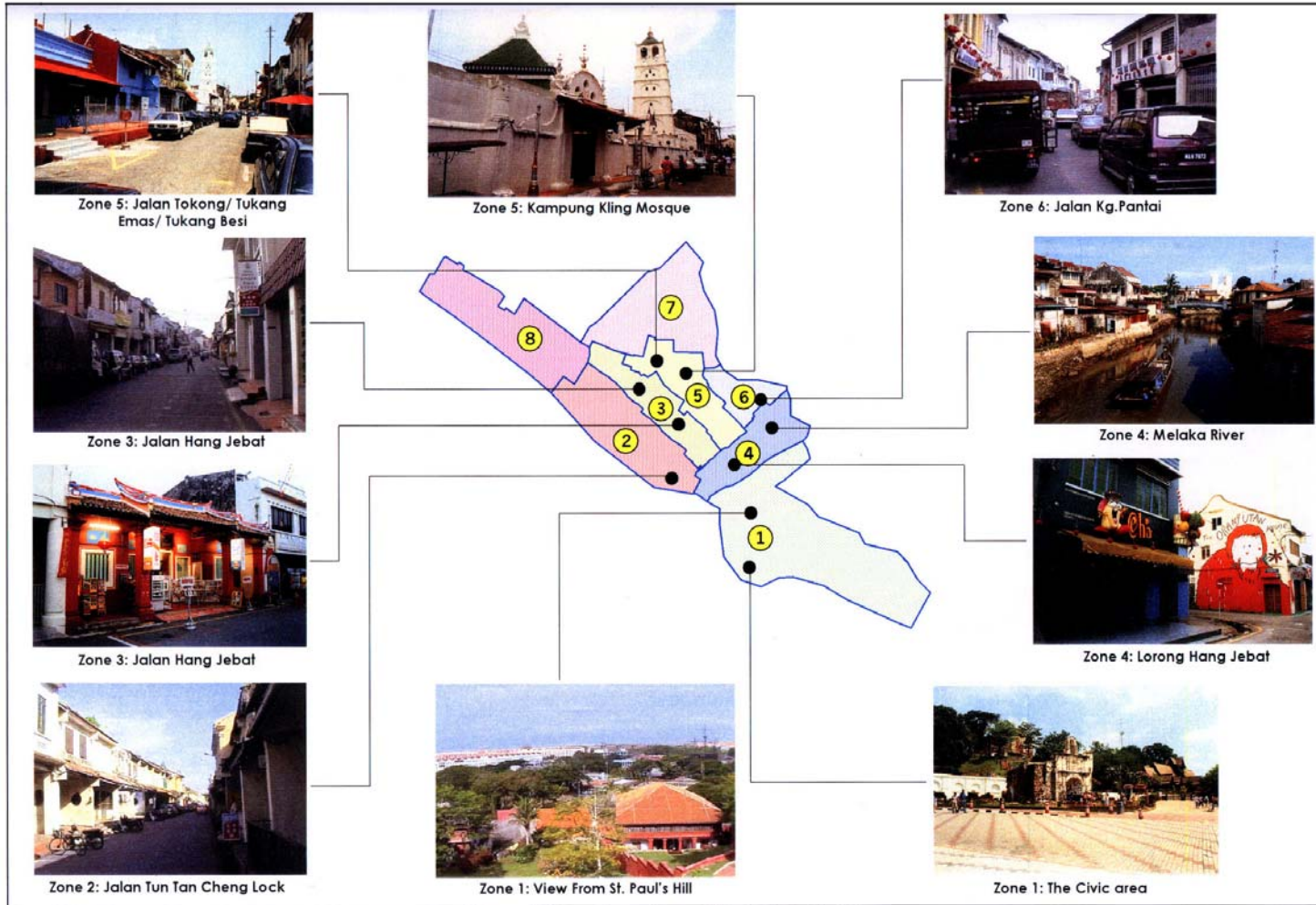
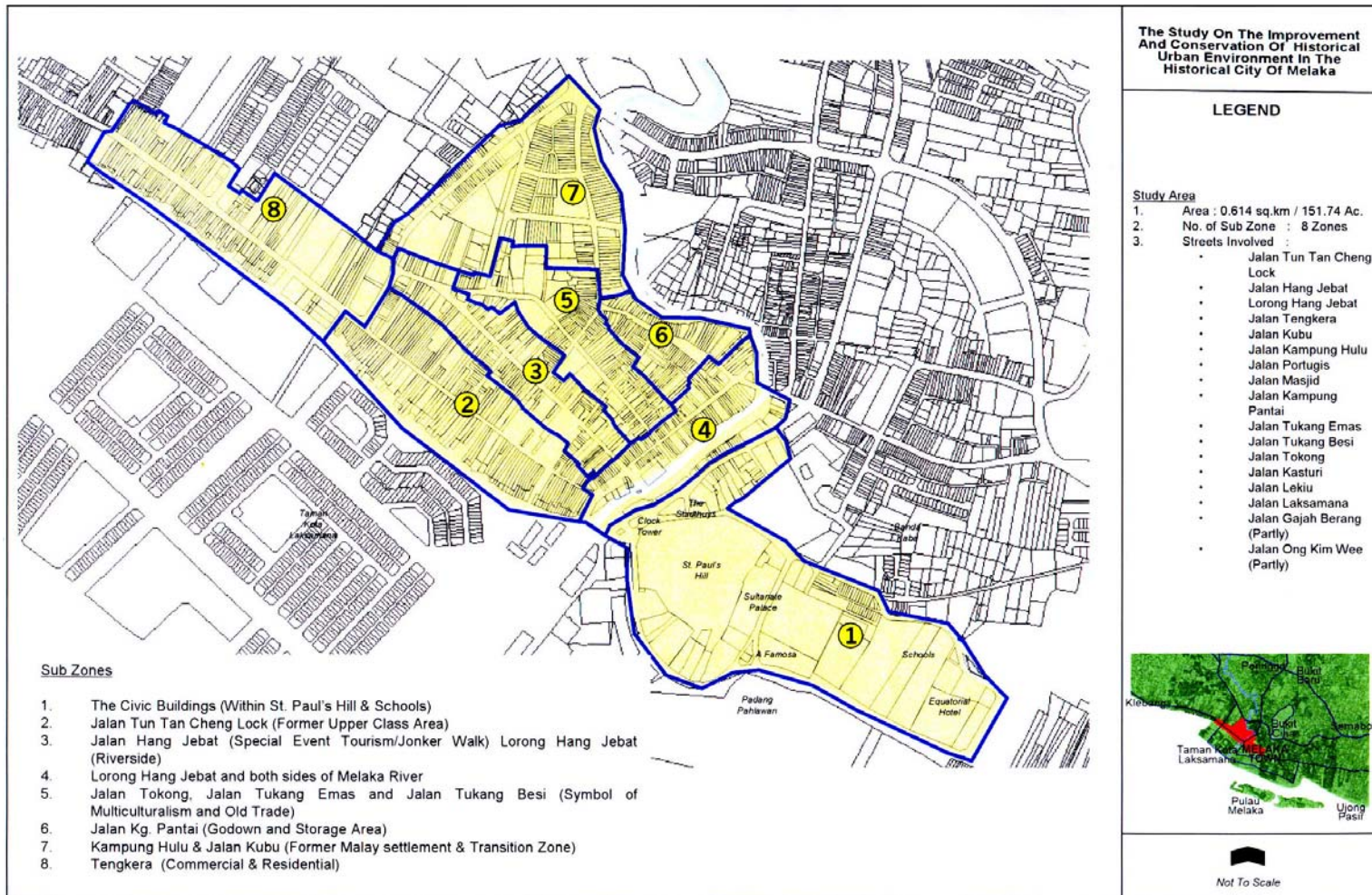


Figure 1.4.2 : Characters of The Subdivided Zones



**Figure 1.4.3 : The Study Area and Sub Zones**



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The different characters of these zones as expressed by the architectural style of buildings and open spaces are illustrated in Figure 1.4.2 Some of these buildings are gazetted as National Monuments under the Antiquities Act of 1976 such as the A Famosa, Christ Church and Stadhuys. Others are gazetted as State Monuments under the Preservation and Conservation of Cultural Heritage Enactment for Melaka (PCCHEM) 1988. The location of these monuments are shown in Figure 1.4.4. Many of the residential buildings with historical significance and architectural values, especially in the settlement quarters have yet to be gazetted.

### **1.4.3 History of the Study Area**

The historical urban environment of Melaka refers to the built and natural heritage of the earliest recorded urban settlement that was established on the estuary of Melaka River from early 15th century. The area of architectural heritage interest has premises built and rebuilt over a period of over 500 years.

#### **(1) The Melaka Sultanate**

The site of the residence of the early ruler of Melaka and associated royal buildings is believed to be at the hillock at the mouth of Melaka river, now known as St. Paul's Hill while a settlement was formed on the other side of the river. However no physical evidence of the early Melaka Sultanate settlement from 1400s presently exists within the Study Area.

#### **(2) The Portuguese Era**

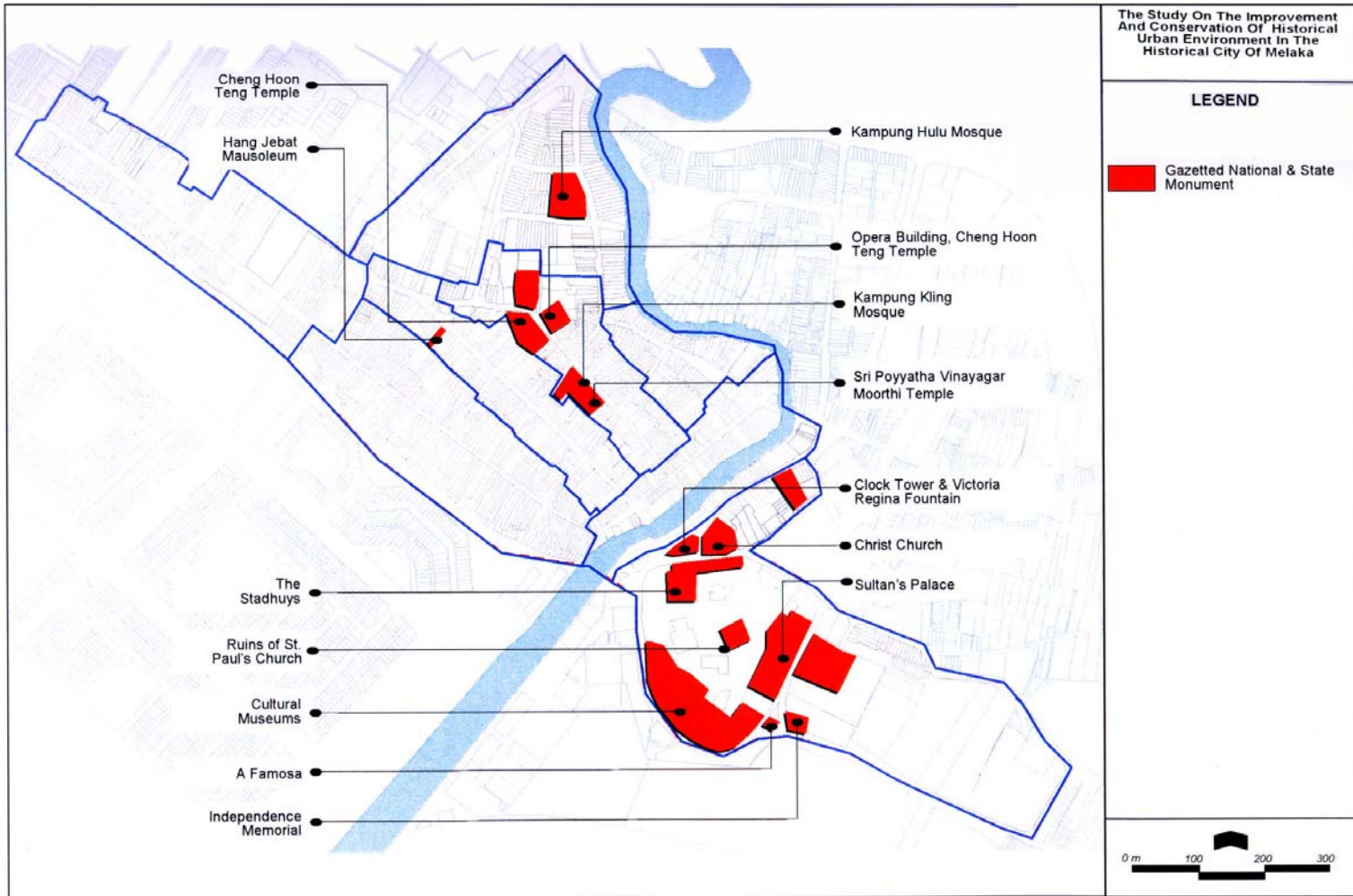
The Portuguese conquest of Melaka in 1511, established a medieval walled town around the hill. It marked the beginning of European influence in building and town planning with the construction of the first masonry buildings. Within the Study Area, the remaining structures from the Portuguese period include the remnants of the fortress gate, the ruins of St. Paul's Church and the street layout of the early settlement near the river.

#### **(3) The Dutch Era**

Dutch occupation of Melaka began in 1641. The Dutch created an impact on the urban design of the historic centre by creating a town square surrounded by important public buildings such as the Stadhuys and Christ Church. The early street pattern of the settlement west of the Melaka River was reinforced by the building of row houses which were long and narrow such as in Heeren Street (Jalan Tun Tan Cheng Lock) and Jonker Street (Jalan Hang Jebat). St Francis Xavier Church and St. Peter's Church, temples and mosques. The fortress A' Famosa was demolished in 1804 under British administration during the Napoleonic War.

#### **(4) The British Occupation**

When the British took over the administration of Melaka as part of the Straits Settlements, the urban pattern of Melaka was already established. Development focused on public works, land and sea transportation. Port buildings, warehouses, schools and government buildings were constructed. A '*padang*' or open field, typical of British colonial town plans, was created from reclaimed land at the seafront.



**Figure 1.4.4 : Location of Gazetted National and State Monuments**

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## **(5) Independence**

Malaysia gained its independence from the British in 1957. The first declaration for independence was in fact announced at the Melaka Esplanade next to the A Famosa on 20<sup>th</sup> February 1956.

Figure 1.4.5 shows the growth of Melaka Town from the 17<sup>th</sup> century from the Dutch Period to the present. Growth was particularly rapid in the early 20<sup>th</sup> century under the British rule. Expansion of the town began in earnest after independence.

Today, Melaka has developed into a vibrant city and retain its old world charm. Its growth is reminiscent of its historical spirit.

## **1.5 STUDY APPROACH AND PROCESS**

Central to the overall study approach are local community participation and consensus building in order to achieve a sustainable form of development. In view of this, the main feature of the study approach that distinguishes it from previous studies is the active involvement of the local communities and stakeholders in the planning process, through the conduct of three Public Participation Workshops throughout the course of the study period.

The Study also attempts to achieve two levels of planning; firstly the formulation of an Area-Wide Development Plan (AWDP) for the study area comprising broad policies and strategies to guide and shape the overall development and coordinate conservation efforts in the entire study area. Secondly, a pilot project area improvement plan will be formulated, which would serve as a test case for the policies recommended in the AWDP. The main emphasis of the pilot project is implementation and if proven successful, such improvement plan could then be replicated in other parts of the Study area.

There were several studies conducted on the subject of conservation or improvement to the Study Area in the past but these studies were not comprehensive enough and lacking certain scopes in their proposals. This Study therefore has utilized most of these existing data collected in these previous studies. However, some of these data require updating while others were found to be too general and lacking in details. For this reason, a socio-economic study was carried out to establish a more detail demographic and socio-economic profile of the study area as well as to assess the local perception on conservation issues. In addition, primary data from a tourist attitude survey/impact study was obtained for more detailed analyses on the impacts of tourism development. The study process is shown in Figure 1.5.1. The Three stages of study are briefly described below :

### **1.5.1 STAGE 1**

#### **(1) Background Study**

The background study involves literature review and desk study on the principles and concept of heritage conservation. It also covers a reconnaissance survey of the study area and organising the study approach, logistics and work schedule.

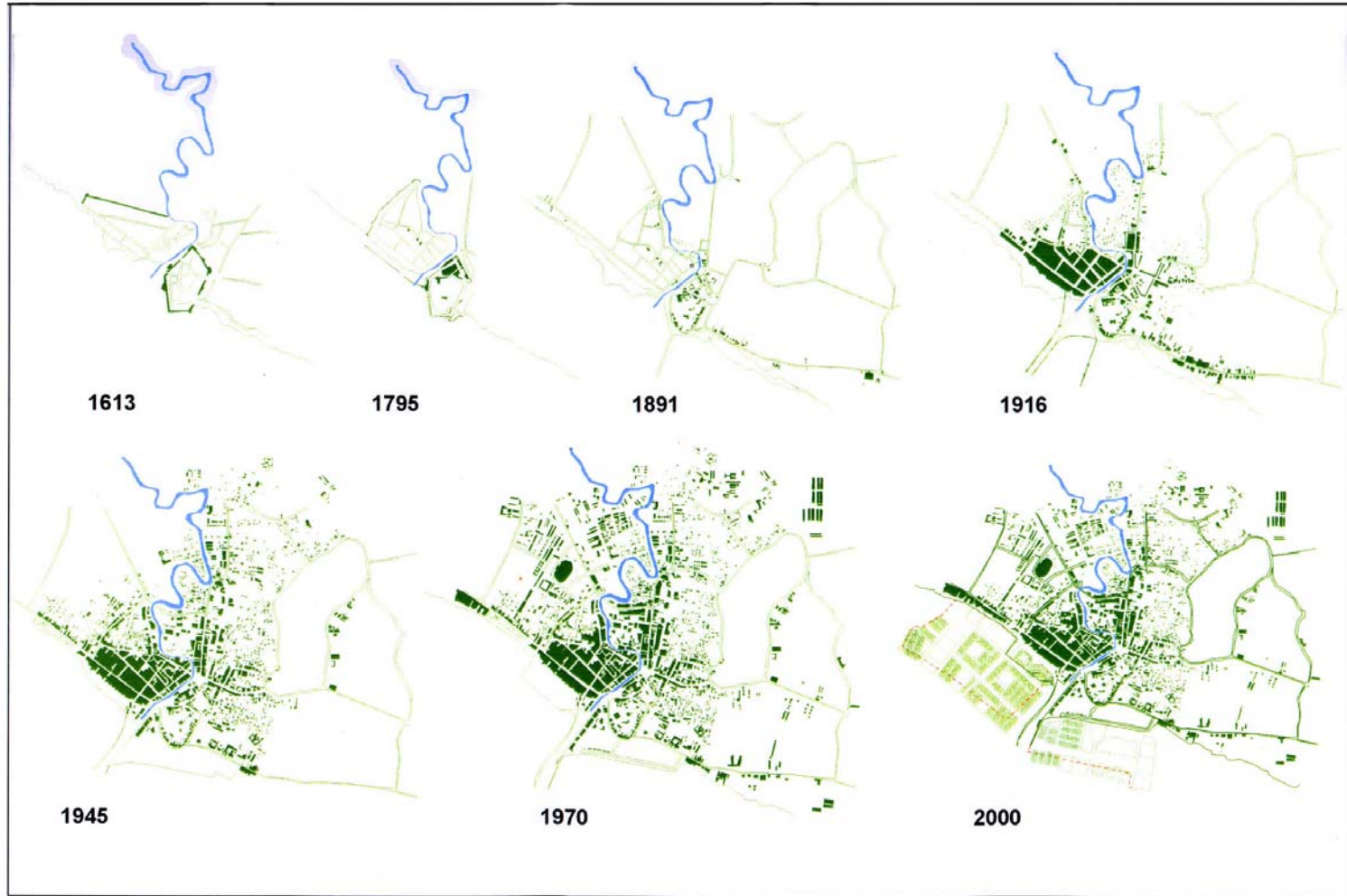


Figure 1.4.5 : Urban Morphology

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### ***(2) Collection of Data and Information***

The bulk of the data for this study was collected from secondary sources such as past study reports. In addition, primary data were also collected specifically in the form of a socio-economic survey and a tourist impact survey. Interviews with related authorities and NGOs were also conducted. Finally, information and opinions are also gathered from the public participation workshops.

### **(3) Analyses of Data and Review of Reports**

A review of past reports was carried out to ascertain past and present planning efforts within the study area. Examination of the Melaka Structure Plan and Local Plan is particularly essential to ensure consistency at the planning policy level. Various forms of analyses were carried out such the analysis of building use, assessment of infrastructure condition, tourist attitude and impact and an evaluation of the existing institutional framework.

### **(4) Conduct of Public Participants Workshop 1**

At the end of Stage 1, a public participation workshop was conducted to brief the public on the study and to solicit feedback on the issues related to urban conservation from the perspective of the local residents.

## **1.5.2 STAGE 2**

### **(1) Formulation Of Area Wide Development Plan (AWDP)**

Stage 2 involves plan formulation. Based on the various analyses and findings as well as feedback from the public, an Area Wide Development Plan (AWDP) was formulated to include broad policies on the improvement of conservation in the study area.

### **(2) Public Participation Workshop 2**

The second public participation workshop was conducted upon the completion of the AWDP. The purpose of the workshop was to obtain feedback on the proposals put forward as well as to seek consensus on the geographical boundary of the pilot project area.

### **(3) Formulation of Pilot Area Improvement Plan**

Subsequent to the formulation of the AWDP, a pilot area was identified and flagship actions and other site-specific proposals were included in the recommendations. The pilot project is supposed to be a model for implementation which could then be replicated in the other zones.

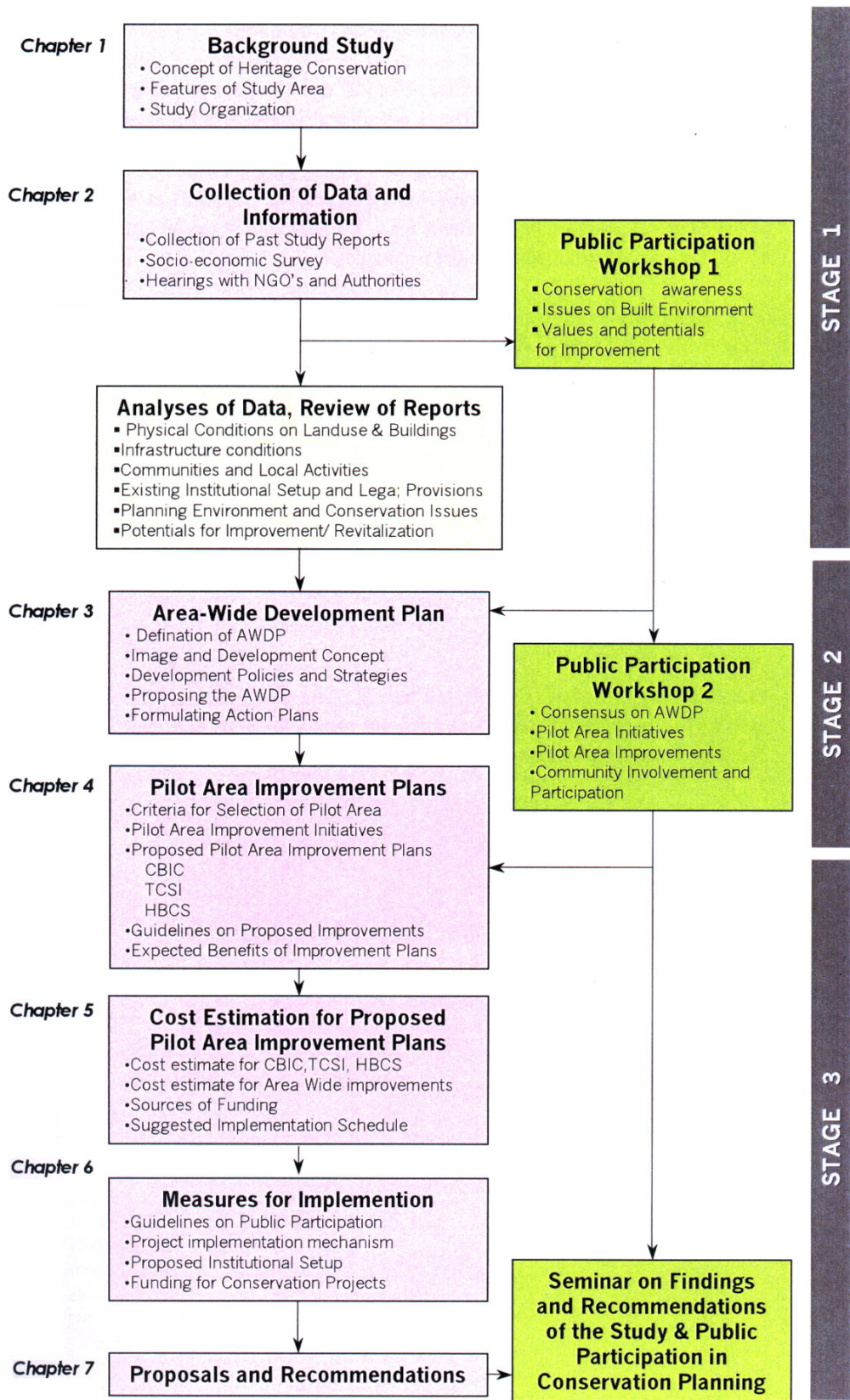


Figure 1.5.1 : Overall Study Approach

### 1.5.3 STAGE 3

#### (1) Measures for Implementation

Stage 3 covers the detailed translation of the flagship actions into an implementable form comprising physical design, cost estimates and implementation schedule. Of prime concern was the proposed institutional framework to empower MPMBB as a more effective manager of the built environment in the study area. Various follow up measures that should be taken by this new set up are discussed and proposed.

#### (2) Cost Estimation for Proposed Pilot Area Improvement Plans

As part of the implementation measures, a rough cost estimation of the flagship actions was proposed together with possible source of funding and an implementation schedule.

#### (3) Seminar

Finally, a national seminar was organised to publicise the findings and the recommendations of the study.

## 1.6 STUDY ORGANIZATION

The study organization is illustrated below. The Study Team, comprising 6 professionals works closely with the technical advisors appointed by JICA and the staff of MPMPP's planning department and conservation unit(Figure 1.6.1).

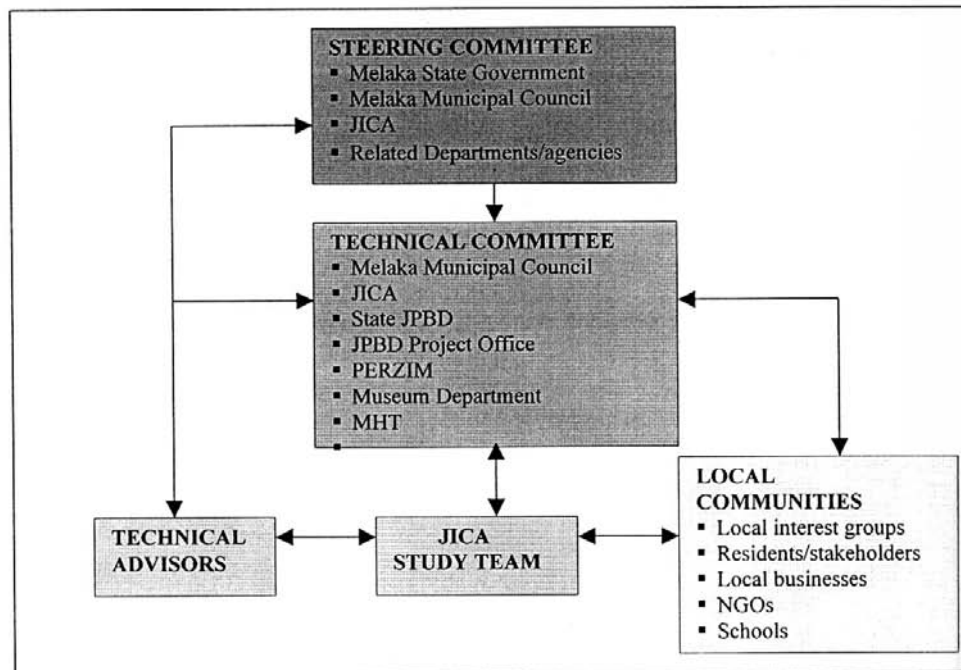


Figure 1.6.1 : Study Organization Set Up

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Two committees are set up to guide the direction of study, namely the Steering Committee and Technical Committee. Three technical and two steering committee meetings were conducted with the participation from relevant government agencies during in the Inception Report presentation in March 2002, the Interim Report presentation in June 2002 and the Draft Final Report in November 2002.



Chapter 2:

**EXISTING SITUATIONS AND PLANNING  
ISSUES**

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## 2.1 COLLECTION OF DATA AND INFORMATION

### 2.1.1 Review of Past Studies

Over the years, several studies have been carried out covering the Study Area. These studies can be divided into 2 categories, namely:

- Studies carried out as part of the on-going statutory plan or development plan system i.e. the Melaka Structure Plan and Local Plan.
- Studies carried out in relation to the preparation of non-statutory plans but concerned with conservation efforts, such as the “Formulation of Development Guidelines And Action Plans For Conservation/Cultural Heritage Management, 2000”

The aim of these review of past studies, is firstly, to collect baseline data from secondary sources and secondly, to identify overriding policy and development strategies, to examine the scopes and contents of proposals to ensure continuity while avoiding duplication from the previous efforts in improving the conservation of the historical environment in Melaka.

Previous studies that are reviewed are as follows:

**(1) Statutory Plans Prepared According to 1976 Town and Country Planning Act (Act 172) and 1976 Town and Country Planning Act (2000 Amendments)**

- (a) Majlis Perbandaran Melaka Bandaraya Bersejarah Structure Plan (1993)
- (b) Local Plan Block 1 and 2 Majlis Perbandaran Melaka Bandaraya Bersejarah (1994).
- (c) State of Melaka Structure Plan (Review) (2002)

**(2) Non-Statutory Plans Commissioned by the Melaka State Government/MPMBB**

- (a) Melaka Heritage Area Plan for Jalan Tun Tan Cheng Lock and Jalan Hang Jebat/ Gelanggang (1994).
- (b) Development Plan for the Conservation Zone in Melaka Historic City (1994).
- (c) Melaka River Rehabilitation for Majlis Perbandaran Melaka Bandaraya Bersejarah (2002)
- (d) Action Plan for Conservation in the Historic City of Melaka (2002)
- (e) UNESCO LEAP Programme on Cultural Heritage Management and Tourism: Model for Cooperation Among Stakeholders (1999 – 2002).

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## 2.1.2 Structure Plan and Local Plan

### (1) Melaka Council Structure Plan, 1993

Prepared in 1993, this study was prepared by the Federal Town and Country Planning Department (FTCPD), according to the development plan system empowered by the 1976 Town and Country Planning Act (Act 172). The structure plan covered the existing historic core as the study area and was prepared for a 10 year time period (1991 to 2001). The main content of the structure plan are broad policies and proposals governing the various components such as land use, housing, transportation, tourism, conservation, infrastructure and utilities, etc. (Figure 2.1.1)

Essentially, the tourism policies recommended in the structure plan had focused on the redevelopment of the dockland/quayside area for tourism purposes as well as turning Melaka into a 'living museum'. This is reflected in the following policies on tourism in the plan:

- **Areas rich in historical heritage in Melaka City should be developed into a living museum – Museum of Culture/Museum of History.**
- **The quayside area should be developed into a tourism centre by introducing suitable activities for the place.**
- **Resite the warehouse activities away from the quayside and replace with tourism activities to suit the surrounding identity.**

The preservation of the conservation area was considered paramount but urban renewal is encouraged outside the conservation area as specified by the following policy under the heading Trade and City Centre:

- **Old commercial and trading areas outside conservation areas should be declared as Urban Renewal Areas.**

Concern for the preservation and conservation of the built environment in the conservation area was also central to the policies in the structure plan, as evident in the following policies:

- **Strict control should be exercised on restoration and repairs according to the affected zones.**
- **To maintain the original façade of old buildings when carrying out restoration and renovation.**
- **To control the height of buildings in the conservation area according to the specific zones.**
- **Incentives should be given to buildings using timber as building materials but subject to specific conditions.**
- **The Local Authority should formulate a conservation plan for the entire conservation area.**



Figure 2.1.1 : Melaka Council Structure Plan, 1991 - 2010

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- **To formulate a programme to increase public awareness on conservation and preservation.**

Most importantly, the structure plan delineated a **Conservation Area** covering the civic area and old quarter which was subsequently gazetted by the State using the Preservation and Conservation of Cultural Heritage Enactment for the State of Melaka (1988).

### **(2) Melaka Local Plan (Block 1 and 2), 1994**

This local plan was also prepared by the FTCPD in accordance to Act 172. However, the main emphasis was the interpretation of the broad policies formulated in the structure plan into site-specific land use proposals and development guidelines, covering 2 specific areas within the municipality. Block 1 consists of the central area including the historical core while Block 2 covers the areas within the urban fringe (Figure 2.1.2).

Specific land use proposals and guidelines were formulated for the various land use sectors including conservation and tourism, although conservation was grouped together with urban design and landscaping. However, the local plan was never gazetted, and therefore, could not provide a legal backing for MPMBB to manage development within its area.

### **(3) State of Melaka Structure Plan (2002)**

Initially, the Melaka Structure Plan (Review) was supposed to be a review of the 1993 Melaka Structure Plan as required by Act 172. However, amendments to Act 172 (Amendments, 2000) requires structure plans to cover the geographical boundary of the whole state instead of the municipality/administrative area. Consequently, the State of Melaka Structure Plan is the first state-wide structure plan to be prepared in the whole country and the draft final report was completed in 2002 while the public exhibition exercise was carried out between January to February 2003.

The State of Melaka Structure Plans has a time period of 20 years (2000 – 2020) and covers 15 land use sectors in which special attention was given to conservation and tourism. Upon its gazettment, the State of Melaka Structure Plan, 2002 will provide the legal instrument for managing the overall development within the State of Melaka based on the principles of sustainable development.

The balance between cultural heritage management and tourism is given special attention in this state-wide structure plan as highlighted by the following policies:

- **To consolidate cultural tourism as the core product and Unique Selling Proposition (USP) of the three districts in the State of Melaka.**
- **To restrict tourism development in the city centre in the form of the preservation of historical sites and monuments, establishment of interpretive centre and adaptive reuse that are appropriate to the local character.**
- **To strengthen Melaka's image as a historical State through the conservation of cultural heritage.**

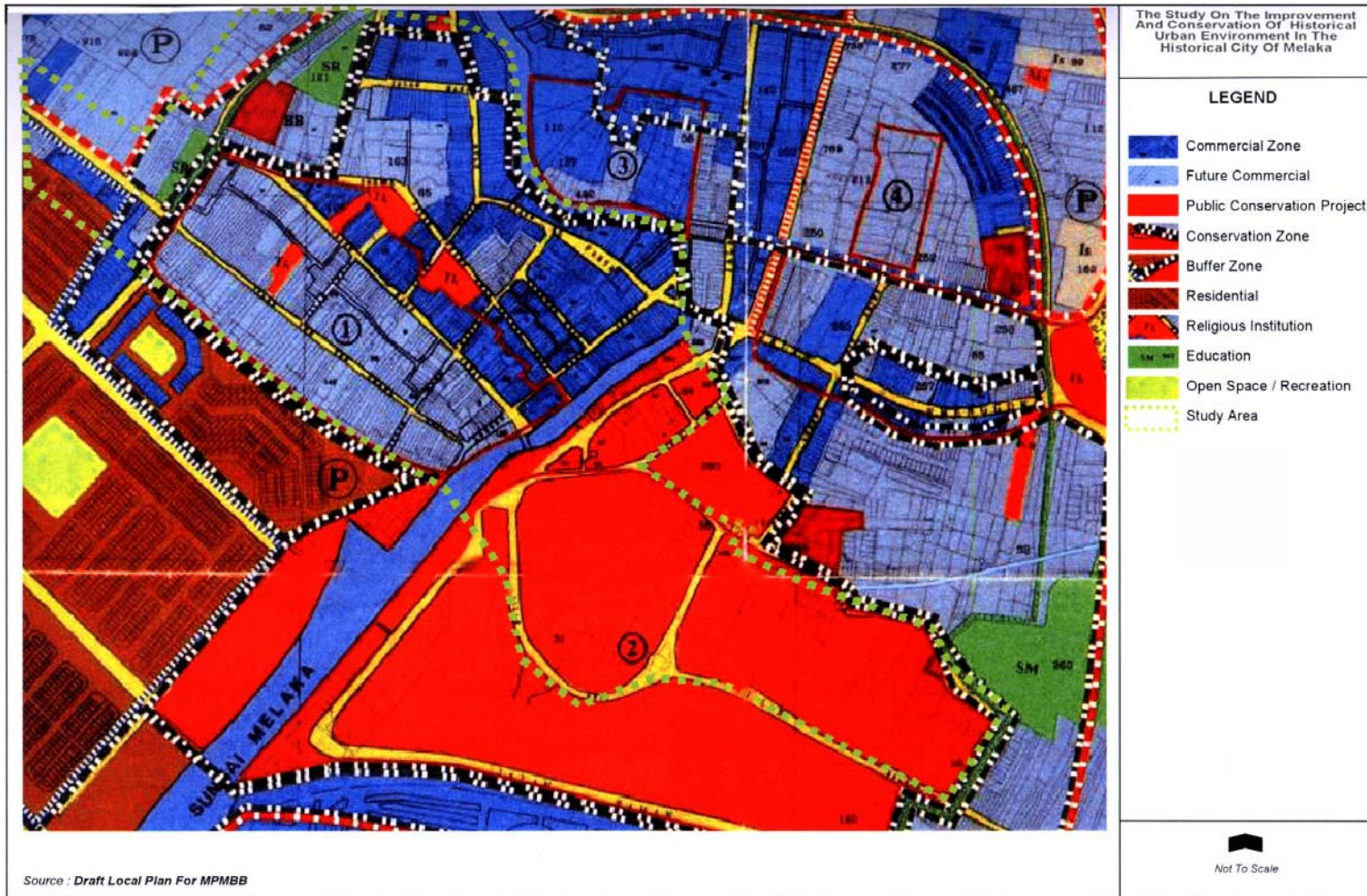


Figure 2.1.2 : Melaka Council Local Plan

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- **To protect cultural heritage through the principles of sustainable heritage conservation**
  - **To increase the role of both the public and private sectors in conservation**
  - **Efforts to improve Melaka's image and act as a catalyst for urban regeneration.**

### **2.1.3 Past Conservation Studies for Melaka**

#### **(1) Melaka Heritage Area Plan for Jalan Tun Tan Cheng Lock and Jalan Hang Jebat/Gelanggang (1994).**

This study was commissioned by MPMBB to Badan Warisan Malaysia in collaboration with Universiti Teknologi Malaysia (UTM) in 1994. In essence, the study carried out an inventory of the buildings within the study area and proposed broad guidelines for the management of conservation, building use and traffic circulation as well as specific guidelines for colour schemes and advertisement boards, etc. This action plan provided MPMBB with broad as well as specific guidelines to manage development within the conservation area but the data contained in the report are outdated. Moreover, the study area is only limited to a section of the conservation area formally identified in the *Melaka Structure Plan (1993)*

#### **(2) Development Plan for the Conservation Zone in Melaka Historic City (1994).**

This study was commissioned by the Melaka State government and carried out by Universiti Teknologi Malaysia in 1994. The main recommendation put forward in the study is the zoning of the conservation zone into specific uses notably for tourism and conservation. In essence, the redevelopment of the dockland area was proposed to include a purpose-built heritage theme park that attempts to recreate specific themes from the past e.g. a spice museum. Also proposed were cultural performances/activities within the civic area to create a vibrant atmosphere for tourists. Although non-statutory in nature, the study is still being referred to by MPMBB in its development control capacity.

#### **(3) Melaka River Rehabilitation for Majlis Perbandaran Melaka Bandaraya Bersejarah (2002)**

This is a Design and Build project funded by the Ministry of Culture, Arts and Tourism (MOCAT) aimed at beautifying the banks of Melaka River for tourism activities. The RM 200 m. project is spread over 3 phases and implemented under the 8<sup>th</sup>. Malaysia Plan (2001-2005). A major feature of this project is the construction of a promenade on both sides of Melaka River. The promenade will include kiosks, seats and landscaping to provide comfort to tourists and improve the overall visual quality along the river.

#### **(4) Action Plan for Conservation in the Historic City of Melaka (2002)**

Prepared by UTM, this action plan is meant to be a stop-gap measure to assist MPMBB in managing development in the conservation area. Given that the statutory local plan covering the conservation area can only be started upon the completion of the State of Melaka

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Structure Plan, this action plan will provide the general and specific guidelines for development within the conservation area.

The action plan, firstly, consists of a detailed inventory of buildings within the conservation area and an assessment of their architectural and cultural significance. Secondly, general guidelines for conservation, restoration, infill development and side walks, etc. are formulated. Thirdly, specific guidelines are recommended for every street in the study area, covering details such as colour scheme, design of advertisement boards and fire safety, etc. Finally, the action plan proposed a Visitor Impact Management (VIM) programme.

**(5) UNESCO LEAP Programme on Cultural Heritage Management and Tourism: Model for Cooperation Among Stakeholders (1999 – 2002).**

This is a 4-year programme implemented by UNESCO to produce a model for cooperation between stakeholders involved in cultural heritage management and tourism in the Asia-Pacific region. Melaka is one of the 8 pilot sites selected by UNESCO and the study area is the Conservation Area identified in the 1993 structure plan. Initially, this pilot project involved a detailed inventory of the cultural resources within the study area.

Subsequently, an action plan for the management of cultural heritage and tourism was formulated for the selected pilot site i.e. Jalan Tokong – Jalan Tukang Emas – Jalan Tukang Besi. Among the proposals in the pilot area is the establishment of interpretive centres located at the major places of worship e.g. Cheng Hoon Teng Temple (Chinese), Sri Poyatha Vinayagar Moorthi (Chitty) and Masjid Kg. Kling (Malay/Muslims). Another major proposal is the establishment of business incubators for local artisans to be located at the premises owned/operated by the traditional traders.

The aim of this LEAP programme is to develop a model for stakeholder cooperation which can be applied in other areas where there is conflict between cultural heritage management and tourism. Hence, a public participation exercise formed an important component of the study.

**2.1.4 Assessment of Past Studies and Challenges for the JICA Study**

The above review has shown that several statutory and non-statutory plans have been prepared for the conservation area starting from the early 1990s. However, the demolition of historical buildings and insensitive renovation are still prevalent despite the presence of management measures and guidelines. Two areas of concern can be surmised from the above discussion. They are as follows:

**(1) The lack of a systematic public participation exercise during the process of plan preparation.**

Although public participation is mandatory according to Act 172, the actual implementation in the structure plan/local plan process can only be described as public consultation. The UNESCO LEAP Programme also employed public participation techniques such as dialog sessions. Public participation was done just in the form of public exhibition and objections after the plan was prepared, rather than involving the public in the plan preparation process.



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**(2) The lack of focus on the implementation mechanism.**

Almost all the past studies recommended policies and guidelines for managing development in the conservation area but do not contain proposals to improve the implementation mechanism of MPMBB and other related agencies. For instance, capacity building is not recommended in the past studies although MPMBB has carried out in house training for its technical staff.

With this assessment, the challenges for the JICA study, are firstly, to provide recommendations to improve conservation in the historical area of Melaka largely based on feedback and input from the local communities through the conduct of a systematic public participation process.

Secondly, it is to propose an implementation mechanism such as institutional strengthening and better enforcement that will empower MPMBB, PERZIM, etc. to manage development, examine possible funding sources and others.

Finally, the JICA Study is to put forth on Area Wide Development Plan covering the entire conservation core area; and an improvement plan for a selected Pilot Area that can be implemented as a show case for conservation effort in Melaka.

As such, the findings and proposals in the JICA Study can be incorporated or adopted into the State of Melaka Structure Plan and forthcoming Central Melaka Local Plan.

**(3) The Local Plan Is Not Suitable for Conservation Work**

Even though the previous Melaka Council Structure Plan of 1993 and the follow up Local Plan of 1994 were completed, they were never gazetted. Moreover, the manner the Local Plan is prepared according to the Structure Planning Process, is not detailed enough to serve as a special area conservation plan. For a conservation plan, details on each building and structure, for instance, is required, such as its structural integrity, historical and architectural values in addition to its usual information on ownership and building uses. For this reason, this Study through the studies on a selected Pilot Project Area, is an attempt to demonstrate the type of detailed analyses required for preparing implementable conservation or urban improvement plans.

**2.1.5 Sampled Household Socio-economic Survey**

Although this study is to rely on secondary data as much as possible, a small sample survey on the local residents is deemed necessary in order to obtain some feedbacks and opinions from them.

**(1) Objectives of Survey**

A socio-economic survey was conducted among a sample of selected households in the Study Area to ascertain among others the socio-economic background of the residents; the condition

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of the premises they live in; the nature of the business carried out; the adequacy and sufficiency of the amenities available in their precinct.

In addition, their views on their awareness, acceptance and perceptions on the issues associated to the study on the “Improvement and Conservation of the Urban Environment in the Historical City of Malacca” were also solicited.

## **(2) Methodology**

### **• Survey Frame Work**

The Study Area is divided into eight zones each with its distinct features; and the total number of lots in the Area (including vacant, institution, cultural and religious use lots) is 1366. The total population in the Area is 2790 as at the 2000 Census and based on a household size of 4 there are close to 700 premises in the Area that are occupied.

It is also known that 82 % of the Study Area population is Chinese, 11 % Malay, 3 % Indian and the remaining 4 % others (mainly Non-Malaysians). Based on these attributes a sample was designed which could offer optimum information on the Study Area.

### **• Sample Size**

The sample size of 200 was deemed sufficient to provide the requisite information, including the resident’s perceptions of the Study Area. The sample was drawn almost in proportion to the total number of lots within each zone.

**Table 2.1.1 : Sample Size by Zones**

<b>Zone</b>	<b>No. of Lots</b>	<b>Sample Size</b>
1. St Pauls Hill	59	8
2. Jalan Tun Tan Cheng Lock	249	33
3. Jalan Hang Jebat	210	38
4. Lorong Hang Jebat	157	27
5. Jalan Tokong/Tukang Emas/ Tukang Besi	163	24
6. Jalan Kampung Pantai	89	22
7. Jalan Kampung Hulu/Kubu	245	23
8. Jalan Tengker	194	25
<b>Total</b>	<b>1,366</b>	<b>200</b>

*Source: Socio-Economic Survey, 2002*

(Note: No of lots are occupied lots only)

### **• Technique**

A structured questionnaire was used in a face-to-face interview with the selected respondents by a team of trained field enumerators under the direction of a supervisor. The survey was launched on the 23 April, 2002 and ended on the 2 May, 2002.

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A training session was conducted prior to the commencement of the survey and the quality of the data collected was evaluated before data entry and analysis was done. Generally, the respondents were quite co-operative despite being “over surveyed” in recent months.

### **(3) Findings of Survey**

The summary of the main findings of the survey are reported in section 2.2 below.

#### **2.1.6 Public Participation Workshops**

As previously mentioned in the objectives of the Study and the challenges for this JICA Study discussed above, the conduct of public participation workshops in a systematic manner is one of the major planning activities in the course of this study.

Prior to the conduct of the workshops, a publicity flyer (1,500 copies) on the Study was prepared in a multi language format and distributed to stakeholders and households residing in the Study Area, various NGO’s and organizations in Melaka. (Flyer is given in Appendix). The objectives of this flyer was to enhance awareness of the public on the study objectives and to prepare them for the forth coming Public Participation Workshops.

Two public participation workshops and a focus group discussion were conducted. These were briefly described below :

Outcomes of these public participation excises were described in detailed in section 2.3 and Chapter 4.

##### **(1) Public Participation Workshop #1**

Date : 4<sup>th</sup> May 2002  
Time : 0900 – 1300 hrs  
Place : St Francis School (Located in Zone 1 of the study area)

The objectives of the first public participation workshop were :

- 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)

##### **(2) Focus Group Discussion**

Date : 14<sup>th</sup> July 2002  
Time : 0900 – 1300 hrs  
Place : 18 Jalan Tukang Emas, located in zone 5 of study area

This discussion was chiefly aimed at introducing the three pilot project initiatives to the local community and giving them sufficient time to digest these proposals before they attend the Public Participation Workshop 2 later. Several major comments came from the local

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community. These are the inadequate parking facility, lack of dustbins along the three streets, better guide signs and trained tourist guides needed and concerns of the very poor conditions of some of the buildings in the Pilot Project Area.

### **(3) Public Participation Workshop #2**

Date : 3<sup>rd</sup> August 2002

Time : 0900 – 1300 hrs

Place : St Francis School (Located in Zone 1 of the study area)

The objectives of the 2<sup>nd</sup> workshop were:

- To publicise the findings of the 1<sup>st</sup> workshop to the participants
- To table the proposed AWDP for addressing the issues raised in the 1<sup>st</sup> workshop
- To discuss the pilot project initiatives for the selected Zone 5

### **(4) Methodology**

The method utilized in these public participation workshops is a properly structured discussion format. Details of these workshops are given in chapter 2 and 4

**STEP 1 :** Awareness and Getting Support  
MPMBB and MHT identified and informed the stake holders about the workshop and officially invited them to attend.

**STEP 2 :** Setting the scene  
Representatives from the MPMBB would addressed the workshop on the objectives of the meeting and to remind the participants on the importance of their opinions and inputs

This is followed by a briefing given by the consultant on the study and scope of work in the plan preparation. A general Q & A is conducted.

**STEP 3 :** Facilitating discussion and grouping.  
To facilitate detailed discussion and obtain individual opinion, the participants are divided into smaller groups. Such groups discussion are guided by trained facilitators from the MHT on specific areas of concern or topics

**STEP 4 :** Groups presentation  
This step is to allow all the groups in Step 3 to present their opinion and ideas in front of the other groups

**STEP 5 :** Publish/ Publicise Outcome  
Finally, the findings and outcomes of the workshop are publicise or publish by the MPMBB through its website