

DRAFT GUIDELINES FOR THE PREPARATION OF
HERITAGE IMPACT ASSESSMENT (HIA) REPORT
FOR THE WORLD HERITAGE CITIES OF
MELAKA AND GEORGE TOWN

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DRAFT GUIDELINES FOR THE PREPARATION OF A HERITAGE IMPACT ASSESSMENT REPORT (HIA) FOR THE WORLD HERITAGE SITE OF MELAKA AND GEORGE TOWN

1. PURPOSE

This paper seeks to explain the guidelines to be followed for the implementation of new development, conservation and restoration in the World Heritage Site of the cities of Malacca and George Town.

2. INTRODUCTION

Each world heritage site should retain the outstanding universal values (OUV's) proposed to UNESCO to ensure that the status as a UNESCO World Heritage Site will continue to remain. Therefore, compliance to the guidelines is necessary so that the outstanding universal values are not being disturbed.

2.1 The Heritage Impact Assessment (HIA) Report

A Heritage Impact Assessment (HIA) is a report of the impact or impact of a proposed development, restoration or renovation project. This guideline has been prepared to assist people in the preparation of an HIA, explaining the level of detail required and providing questions and instruction to help guide the HIA consultant in what should be considered in the context of a heritage site. It will be used to help assist the Technical Review Panel of the Local - Authorities.

2.2. Requirements for Heritage Impact Assessment Report (dipindahkan dari para 6, Deraf Garispanduan Penilaian Impak Warisan, 16 Mac 2010)

The HIA report is to be submitted together with the Development Proposal Report (or Laporan Cadangan Pemajuan) which is a document required to be submitted to support any Planning Permission Application. The requirement for a Development Proposal Report and its content is outlined in Section 21A (1A), Town and Country Planning Act 1976 (Act 172) and the Manual Penyediaan Laporan Cadangan Pemajuan by the Federal Department of Town and Country Planning, Peninsular Malaysia. A Heritage Impact Assessment (HIA) is required at Planning Permission Application stage, for change of use and for new compatible development projects.

Compliance to the HIA guidelines is necessary to ensure the up-holding of the Outstanding Universal Values acknowledged by UNESCO to ensure that the status of George Town as a UNESCO World Heritage Site is preserved.

2.2.1 In general, the preparation of Heritage Impact Assessment is required if it involves:

- i. World Heritage Site core zone
- ii. World Heritage Site buffer zone
- iii. Areas adjacent to the buffer zone.

(details must be obtained from the Local Authority).

2.2.2 Heritage Impact Assessment Report must be prepared if it involves :

- i. Construction of new buildings or structures
- ii. Large-scale restoration work

3. DEFINITIONS

Heritage Impact Assessment (HIA) Report - The report is to be provided as a result of studies on the site of the proposed project and about the possible impact it will have on the World Heritage Cities Malacca and George Town.

Property - The World Heritage Convention refers to properties as being component parts of the cultural and/or natural heritage. The term property is used interchangeably with site in the Operational Guideline. The property in the World Heritage Cities Malacca and George Town consists of core zone and buffer zone.

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- Core Zone
- The Historic City of George Town covers an area of 109.38 hectares bounded by the Straits of Malacca on the northeastern cape of Penang Island, Love Lane to the north-west and Gat Lebu Melayu and Jalan Dr Lim Chwee Leong to the south-west corner. There are more than 1700 historic buildings within this Core Zone align on four main streets of Pengkalan Weld, Lebu Pantai, Jalan Masjid Kapitan Keling and Love Lane and several perpendicular streets of Jalan Tun Syed Sheh Barakbah, Lebu Light, Lebu Bishop, Lebu Gereja, Lebu China, Lebu Pasar, Lebu Chulia, Lebu Armenian and Lebu Aceh.
- Buffer Zone
- The Core Zone is being protected by 150.04 hectares of Buffer Zone (this does not include sea buffer), bounded by stretch of sea area around the harbour, Jalan Prangin to the south-west corner and Jalan Transfer to the north-west corner.
- Areas adjacent to the buffer zone *
- First layer of land fronting Jalan Transfer and Jalan Dr. Lim Chwee Leong
Jalan Prangin to the south-west corner and
Jalan Transfer to the north-west corner.
- Dossier
- Documents provided to UNESCO during the nomination process as World Heritage Site.
- Outstanding universal value (OUV)
- OUV refers to cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole. (reference : Section IIA.49, Operational Guidelines for the Implementation World Heritage , 2012)

To be included on the World Heritage List, sites must be of outstanding universal value and meet at least one out of ten selection criteria.

4. **OUTSTANDING UNIVERSAL VALUES CRITERIA MET BY GEORGE TOWN AND MELAKA**

The OUV's for the World Heritage City of Melaka and George Town as endorsed by UNESCO are :

Criteria (ii):

"Exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental cultural arts, town planning or landscape design.

"The Historic Cities of the Straits of Malacca: Melaka and George Town" represent exceptional examples of multi-cultural trading towns in East and Southeast Asia, forged from the mercantile and civilization exchanges of Malay, Chinese, Indian and European cultures.

Criteria (iii):

"Bear a unique or at least exceptional testimony to a cultural tradition or to a civilization, which is living or which has disappeared.

"The Historic Cities of the Straits of Malacca Melaka and George Town" are living testimony to the multi-cultural heritage and tradition of Asia, where the greatest religions, and cultures met. The Coexistence of distinct Faiths --both tangible and intangible - in particular the different religious buildings, is a testament to the religious pluralism of Asia.

Criteria (iv):

"Be an outstanding example of a type of building, architectural or technological ensemble, or landscape which illustrates (a) significant stage(s) in human history.

"The Historic Cities of the Straits of Malacca: Melaka and George Town" reflect the coming together of cultural elements from elsewhere in the Malay Archipelago and from India and China with those of Europe to create a unique architecture, culture and townscape without parallel anywhere in the East and South East Asia. In particular a range of architecture and exceptional shophouses and townhouses.

5. GENERAL GUIDELINES

5.1 Each new development, restoration work, or conservation of buildings carried out in the core and the buffer zones in the World Heritage Sites should:

- i. Ensure that the outstanding universal values acknowledged by UNESCO are not compromised.
- ii. Take into account the cultural significance of the building or surrounding areas.
- iii. Comply with building codes and related legal guidelines so as not to significantly alter the building.
- iv. Comply with basic principles of conservation as follows:
 - a. retain original elements (the authenticity) and integrity which contribute to the identity of the world heritage city
 - b. do not demolish either part of or the entire building
 - c. preserve the original structure
 - d. Maintain the unpainted surface of the building when not originally painted.
 - e. Do not replace original building elements with new materials.
 - f. Do not change the original building design and decorative elements in any part.

6. ELIGIBILITY FOR INDIVIDUAL FOR THE PREPARATION OF HIA (HERITAGE IMPACT ASSESSMENT)

6.1 Generally, all reports should be done by experts in related cultural heritage, which in turn will be assessed and approved by committee assessment at the state level, which also comprises representatives of the Department of National Heritage (State Party).

6.2 Qualifying individuals for the preparation of Heritage Impact Assessment Report (Heritage Impact Assessment-HIA) is an individual who has a Bachelor's degree and above in any of the following fields:

- i. Architecture and Built Environment
- ii. Town and Country Planning
- iii. Interior Design
- iv. Engineering Building
- v. Urban Landscape Design
- vi. Building Survey
- vii. Building Conservation

7. HERITAGE IMPACT ASSESSMENT REPORT CONTENTS

A Heritage Impact Assessment Report (HIA) should contain the following:

- i. Introduction
 - Summary of historical buildings, areas, or sites and background of the project to be carried out.
 - Statement of significance with reference to the Outstanding universal values that have been recognised the UNESCO.
 - Complete inventory of buildings, sites and/or monuments involved.
- ii. Field/ Site Surveys
- iii. Related legal instruments
- iv. Description of proposed project
- v. Impact assessment of the proposal
- vi. Mitigation Measures (refer to attached Guidelines for the preparation of the report).
- vii. Appendices

8. EXEMPTION

The following projects are exempted from providing a Heritage Impact Assessment (HIA):

- i. Small scale restoration works returning to the significant (original) fabric without the introduction of new materials and forms.
- ii. Repair work which:
 - Involves the replacement of cables, pipes, wiring and fire safety equipment that does not affect or significantly alter the fabric.
 - Involves the repair or change of worn out or damaged items that match the appearance of the existing fabric
- iii. Emergency repair work
- iv. Painting work, which
 - does not involve disturbance or removal of layers of paint unless peeling has taken place
 - involves a surface layer that is suitable for the purpose of protection.
 - uses a color scheme and paint type which is the same as the original paint
- v. Security work such as erecting a temporary security fence, scaffolding or surveillance systems to prevent unauthorized entry, and that does not have a significant impact on the fabric of the building.
- vi. Periodic maintenance
- vii. Cleaning work such as removing vegetation that grows on the surface of the building or structure

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- viii Traffic control and non-physical research projects
- ix Purchase of building monuments or sites
- x Installation of temporary structures for a period not exceeding 4 weeks, provided it is not installed in locations that could damage or bring significant harm to the fabric including landscape or obstruct buildings or monuments of visual importance.
- xi Temporary transfer of movable objects (not exceeding a period of 3 months) for the purpose of:
- maintenance
 - conservation
 - security
 - exhibition
- xii Work modifications or installation of new fabric that does not cause loss of significant of the building
- xiii Excavation work where
- Archaeological research has been made available based on guidelines issued by JWN
 - work or disturbance of land will have little impact on archaeological relics, including non damaging soil testing to confirm relics or to relocate to another place.
 - work or disturbance of land for the purpose of maintaining or improving the basic structure of the building that will not give impact on other relics
 - work or disturbance of land for the purpose of the setting out points and preparation for land survey work.

xiv Change of use which :

- does not involve alteration of the fabric, layout or original setting
- does not involve abolition of original use from when the buildings was established

xv. Landscape maintenance works that:

- Removal of weeds, watering, fertilizing and insect control in order to prolong the life of plants without affecting the layout, contour, plant species, that significantly shape the landscape
- Trim (for the purpose of controlling the size, improve shape, or remove disease, a plant that has died or is dangerous)
- Remove or take out the tree that will be replaced with trees of the same species in the same location
- A qualified specialist is required for the purpose treatment of trees and for nourishment of plant or tree.

(Any party who intends to perform the work specified in all the above must obtain the prior approval of the Technical Committee which comprises the Department of National Heritage).

10. SUMMARY

Preparation of Heritage Impact Assessment Report to be provided to any project or work to be carried out in the main zone (core) zone buffer (buffer) and the area adjacent to the buffer.

Preparation of Heritage Impact Assessment Report is important to ensure that the World Heritage Site of Melaka and George Town will continue to remain as a UNESCO World Heritage Site.

(ATTACHMENT)

**USER DETAILS FOR THE PREPARATION OF THE HERITAGE IMPACT
ASSESSMENT (HIA) REPORT**

This document is a template for the heritage impact assessment report, covering only the cover page and the executive summary report page. You are encouraged to use this template for your report.

HERITAGE IMPACT ASSESSMENT

[TITLE OF THE PROJECT]

FOR
NAME OF CLIENT/OWNER

PREPARED BY
NAME, ADDRESS, PHONE/FAX, EMAIL OF AUTHOR

MONTH / YEAR

PROJECT FACT SHEET

Title of the project :

Zone/location (core / buffer) :

Building category : Conservation Category 1
 Conservation Category 2
 Infill Development
 Replacement

Proposed building use :

Any new structure? No Yes

If yes, list all new works :

STATEMENT OF HERITAGE IMPACT

All development proposals should respect the Outstanding Universal Values of the George Town World Heritage Site (refer to Definitions in Guidelines Appendix i). With regard to this, any changes/modifications/additions to existing buildings should not compromise or negatively impact the three criteria. These criteria should be considered throughout this Heritage Impact Assessment and as you answer sections 5 and 6.

With reference to the Statement of Heritage Significance, please summarise how this proposal preserves, enhances or does not compromise the OUV of the GTWHS. Please refer to the specific criteria as necessary. Where impact occurs, please state the mitigating measures to minimize the effects.

1.0 Contents of Heritage Impact Assessment Report

i. Introduction

- Summary of historical buildings, areas, or sites and background behind the project will be carried out.
- Statement of outstanding of universal values that have been proposed to and approved by UNESCO.
- Complete inventory of buildings, sites or monuments that are involved.

ii. Filed / Site Surveys that contain:

- a. Latest photos of each building or structure including exterior and interior views and the surrounding buildings or structures.

Please refer to the list below as guidance and select where appropriate:

- Façade
- Elevation
- Section (selected spaces)
- Roof scape
- Streetscape
- Adjacent buildings

- b. Appraisal of existing architectural significance of historic buildings and related structures.

Please refer to the list below as guidance and select where appropriate:

- Roofing materials
- Walls
- Columns
- Cornices
- Decorative Elements
- Stairs and Balustrades/Balusters
- Doors and Ironmongeries
- Windows and Ironmongeries
- Flooring

- Plumbing and Sanitation
- Rainwater goods (i.e. gutters, downpipes)
- Metal Works
- Woodworks
- Others:

iii. You should refer to the necessary legal instruments related to under the proposed project area. Please select the appropriate documents from the list below:

- Draft Special Area Plan
 - Draft Structure Plan
 - Draft Local Plan
 - Regulations of Conservation Areas and Heritage Buildings, MPPP
 - National Heritage Act
 - Other non-statutory plans (e.g. zoning plan, Bomba requirements)
- Please state in the space provided:
-

iv. Information about the Proposed Project (including the model (??) of the proposed project)

v. Heritage Impact Assessment :

- a. Statement of outstanding impact as a Heritage Site World
- b. Visual impact
- c. Environmental impact
- d. Traffic impact
- e. Cultural impact
- f. Impact skyline (skyline)
- g. Impact roofscape
- p. Impact sound
- i. Impact of tourism
- j. Impact as a World Heritage Site

Additional information to be prepared by consultant under part V of HIA report format

A. HERITAGE IMPACT (URBAN PLANNING & URBANSCAPE)

Heritage Impact	Have you answered the following questions while preparing your HIA report?
a. Visual Impact	<ul style="list-style-type: none"> • Does the proposal comply with the height control of the area? • Is the proposal sympathetic with the adjoining buildings and surrounding environment? • How does the proposed project increase the visibility of the building compared to before renovation? • Please describe how the proposed project appears in relation to its neighbours. • Are the new features (if any) sympathetic to the surrounding settings? (i.e wall colour, construction method) • Does your report provide multiple perspectives , e.g.: from outside the Buffer Zone, bird's eye view and/or roofscape, view from the sea (where applicable) <p>Utilities & Facilities ;</p> <ul style="list-style-type: none"> • How has the impact of the new signage/ utilities/services/wiring on the heritage significance of the item been minimised? • Is the signage/ utilities/services/wiring in accordance with Special Area Plan (SAP) – Guideline for the Conservation Area and Heritage Building in George Town World Heritage Site? • Will the signage/ utilities/services/wiring visually dominate or interrupt the heritage item/ heritage conservation area or heritage streetscape? • Can the sign be remotely illuminated rather than internally illuminated?
b. Environmental Impact	<ul style="list-style-type: none"> • Does the proposal produce any form of pollution such as fumes, foul smell or contaminated water? • Does the proposal take into consideration proper disposal and maintenance of waste? • Kindly state the equipment that was used or the expert engaged to measure the above mentioned impacts. (Please submit the EIA report with this application - if applicable)

Heritage Impact	Have you answered the following questions while preparing your HIA report?
c. Traffic Impact	<ul style="list-style-type: none"> • Does the proposal alter or modify the existing road network? • Has the existing carrying capacity of the road been considered? • Has the parking requirements and guidelines for loading and unloading of goods been considered? • Does the proposal consider pedestrianisation?
d. Socio-cultural Impact	<ul style="list-style-type: none"> • Does the proposal have any impact on existing economic activities in the GTWHS? • Does the proposal have any impact on the endangered traditional trades and livelihoods in the GTWHS? • Will the proposal introduce new lifestyles into the GTWHS? • Will the proposal cause any relocation of local residence and change of use? (Please attach SIA report – if applicable)
e. Impact on skyline	<ul style="list-style-type: none"> • Does the proposal comply with the building height control? • Does the proposal alter the existing skyline? • If yes, please describe the change and what is the justification for the change?
f. Roofscape Impact	<ul style="list-style-type: none"> • Is there any change in terms of roofing materials, design, pitch and/or colour?
g. Sound Impact	<ul style="list-style-type: none"> • Does the proposed project generate any sound pollution that can affect the neighbouring lots? • If yes, what are your mitigating measures? •
h. Tourism Impact	<ul style="list-style-type: none"> • Has the carrying capacity of the site been considered (in terms of tourism carrying capacity)? • How do tourists affect the structure/ facilities and OUV of the buildings/ site? • What are the projected numbers for tourist arrivals at your site/building (where applicable)?
i. Hard and soft scape impact	<ul style="list-style-type: none"> • What is the impact of the new work on the heritage significance of the existing landscape? • Has evidence (i.e. archival and physical) of previous landscape work been investigated? Are previous works being reinstated? • Has the advice of a landscape consultant been sought? If so, have their recommendations been implemented? • Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been

	<p>considered?</p> <ul style="list-style-type: none"> • How does the work impact on views to, and from, adjacent heritage items? <p>Tree removal or replacement (where applicable)</p> <ul style="list-style-type: none"> • Does the tree comply with TCPA, ACT 633? • Does the tree contribute to the heritage significance of the item or landscape? • Why is the tree being removed? • Has the advice of a tree surgeon or horticultural specialist been obtained? • Is the tree being replaced? Why? With the same or a different species?
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B. HERITAGE IMPACT (BUILDING STRUCTURES & ELEMENTS)

Tick (✓) at the item(s) that is/are applicable to your project. You can tick more than one item if your project involves proposed change to more than one heritage item.

Proposed Change To Heritage Item	Have you answered the following questions while preparing your HIA report?
<input type="checkbox"/> Demolition of a building or structure	a) Have all options for retention and adaptive re-use been explored? b) Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site? c) Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible? d) Has the advice of a heritage consultant been sought? e) Have the consultant's recommendations been implemented? If not, why not?
<input type="checkbox"/> Partial demolition (more than 50%)	a) Is the demolition essential for the heritage item to function? b) Are important features of the item affected by the demolition? c) Is the resolution to partially demolish sympathetic to the heritage significance of the item? d) If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired? e) Is the detailing of the partial demolition sympathetic to the heritage significance of the item?

<input type="checkbox"/> Change of use	<ul style="list-style-type: none"> a) Has the advice of a heritage consultant or building surveyor been sought? Has the consultant's advice been implemented? If not, why not? b) How does the existing use contribute to the significance of the heritage item? c) Why does the use need to be changed? d) What changes to the fabric are required as a result of the change of use? e) What changes to the site are required as a result of the change of use? f) Does the new use follow the Zoning Plan /Local Plan/SAP?
<input type="checkbox"/> Major additions (.....%)	<ul style="list-style-type: none"> a) How is the impact of the addition on the heritage significance of the item to be minimised? b) Can the additional area be located within an existing structure? If not, why not? c) Will the additions tend to visually dominate the heritage item? d) Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered? e) Are the additions sympathetic to the heritage item? In what way (e.g. form, proportions, design)?
<input type="checkbox"/> Infill Development <input type="checkbox"/> Replacement <input type="checkbox"/> New development adjacent to a heritage item (including additional buildings and dual occupancies)	<ul style="list-style-type: none"> a) How is the impact of the new development on the heritage significance of the item or area be minimised? b) Why is the new development required to be adjacent to a heritage item? c) How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance? d) How does the new development affect views to, and from, the heritage item? What has been done to minimize negative effects? e) Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected? f) Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)? g) Will the additions visually dominate the heritage item? How has this been minimised?

- vi Study Analysis and proposed Mitigation Measures.**
(refer to proposals to improve the situation or reduce potential damage to preserve the appearance or character of the heritage site. Mitigation proposals should also include Master Layout Plan with details of all repairs and landscape plan).

vi. Appendices

- a. A3 plan of the proposed project and its location.
- b. Drawings of the proposed project.
- c. Perspective views before and after implementation project.
- d. Bibliography

2.0 Report Format Printing

Heritage Impact Assessment Report (Heritage Impact Assessment-Hia) shall printed in the form of :

- i. Portrait
- ii. A4 size paper
- iii. Paper 80 gsm
- iv. Hard cover (red saga (SAGA RED))
- v. Report should colour print all photos, maps etc.
- vi. For book spine written report title font should be Arial font 20 UPPERCASE, write the month, and year the report is completed. For example : HERITAGE IMPACT ASSESSMENT REPORT HIA) Tengkeru Mosque MELAKA, April 2009.

3.0 Provide a pocket at the end of the report file to put a CD -the Softcopy of the Heritage Impact Assessment Report.