CULTURAL HERITAGE INCENTIVES FOR THE
CONSERVATION OF TRADITIONAL SETTLEMENTS:
THE CASE OF MALAYSIA, JAPAN AND SOUTH KOREA

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ABSTRACT

A variety of incentives mechanisms have been formulated by many countries in order to promote the conservation of their cultural heritage, specifically in preserving their distinctive traditional villages. However, the existence of these traditional villages in the contemporary landscape has been considered fragile thus as many of them have been torn down due to rapid urbanization. This research examine the conservation efforts initiated by the Japanese, Korean and Malaysian authorities in safeguarding their historic villages ranging from tangible to intangible heritage. As observed, there has been little or no research into the nature and impact of these incentives and how they might be integrated into heritage management strategies. Apart from that, scholars have criticized the so-called incentives policies due to their inability to provide equal and equitable distribution of benefits to the local residents within the effected village areas.

This research seeks to investigate the various types of incentive policies that have been applied in Japan, South Korea and Malaysia. For these three Asian countries, this research is conducted to address the overarching question of whether incentives programme that have been formulated for the communities are suitable towards their aspirations and real needs. Reflecting on the differences of the policy provisions, this research has adopted a case study approach; where the mixed methods approaches were employed, including a questionnaire survey as a tool for data gathering coupled with in-depth interviews. Formal interviews were carried out with the officials of national, state and local government in these countries. The case study assesses the communities and professionals view on the implementation of tangible and intangible heritage conservation programme.
The research is the first insightful study of the historic villages which attempts to draw out the importance of the effectiveness of the incentives programme in guiding the conservation efforts for the local economic development. Despite numerous efforts to foster community engagement in the study areas, however, the pertinent issue is still overshadowing programme implementation – does the communities were given adequate recognition in the decision making process or community engagement is just another public relation exercise? Hence, this research has also identified constraints on the current incentives policy implementation and issues due to the rapid development and its impacts to local livelihood.

Result shows there was a divergent direction between the current incentives policy and the local aspirations between sites. In most cases, the cultural heritage conservation has been found to be a catalyst to fulfil a heritage tourism advantage rather than to cater to the local community needs. Further investigations into this area seem to be necessary in order to offer a more sound and rounded guide to an effective incentives policy.
ABSTRAK


Kajian ini bertujuan melihat kepada kelpelbagai jenis dasar penyediaan insentif yang dipraktikkan di tiga negara iaitu Jepun, Korea Selatan dan Malaysia. Berdasarkan kajian kes di tiga buah negara Asia ini, kajian ini cuba menjawab persoalan berhubung sejauhmana program insentif yang telah dirangka kepada komuniti ini benar-benar bersesuaian dengan aspirasi dan keperluan sebenar mereka. Melalui gambaran terhadap perbezaan dasar-dasar tersebut, penyelidikan ini mengadaptasi pendekatan kajian kes; di mana kaedah campuran telah digunakan melalui kaedah soal-selidik sebagai alat dalam pemerolehan data di samping kaedah temu-bual. Temu-bual secara formal telah dijalankan bersama dengan pegawai-pegawai di peringkat persekituan, negeri dan kerajaan tempatan di ketiga-tiga negara tersebut. Kajian kes yang dijalankan ini cuba menilai pandangan komuniti dan profesional setempat terhadap pelaksanaan program pemuliharaan warisan ketara dan tidak ketara.
Kajian perintis ini juga ingin melihat kepentingan program insentif yang berkesan ke arah memacu pembangunan ekonomi setempat. Sungguhpun terdapat usaha memperkuat penglibatan komuniti di kawasan kajian, namun, isu berkaitan pelaksanaan program insentif ini masih agak samar – adakah komuniti diberi ruang yang secukupnya dalam proses pembuatan keputusan atau adakah penyertaan mereka ini hanya sebagai suatu bentuk latihan hubungan awam? Oleh itu, kajian ini cuba mengenalpasti kekangan-kekangan yang wujud dalam pelaksanaan dasar penyediaan insentif semasa dan isu kepesatan pembangunan dan kesannya ke atas penduduk setempat.

Hasil kajian mendapati terdapat percanggahan di antara dasar insentif sedia ada dengan kehendak penduduk setempat di kawasan-kawasan yang dikaji. Di kebanyakan kes, pemuliharaan warisan kebudayaan ini hanya dijadikan sandaran sebagai memenuhi manfaat pelancongan berbanding ia seharusnya berfungsi bagi memenuhi keperluan masyarakat setempat. Kajian mendalam di bidang ini adalah amat perlu bagi menghasilkan panduan yang lebih jitu ke arah pelaksanaan dasar insentif yang lebih berkesan.
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LIST OF ABBREVIATIONS

ACA  Agency for Cultural Affairs, Japan
ANOVA Analysis of Variance
CHA  Cultural Heritage Administration, South Korea
GTWHI George Town World Heritage Incorporated
ICCROM International Centre for the Study of the Preservation and Restoration of Cultural Property
ICOMOS International Council on Monuments and Sites
JPY   Japanese Yen
JWN  Department of National Heritage, Malaysia
KRW  Korean Won
MBMB  Melaka Historic City Council
MOTAC Ministry of Tourism and Culture Malaysia
MBPP  Penang Island City Council
MWHO Melaka World Heritage Office
OUV  Outstanding Universal Values
PERZIM Melaka Museums Corporation
RM  Malaysian Ringgit
SPSS Statistical Package for the Social Sciences
UK  United Kingdom
UM  University of Malaya
UN  United Nations
UNESCO United Nations Educational, Scientific and Cultural Organization
USA United States of America
UTHM Universiti Tun Hussein Onn Malaysia
VAT  Value Added Tax
WHS  World Heritage Site
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CHAPTER 1
INTRODUCTION

1.1 Background of the Research

The impact of globalization on historical sites worldwide has been as vast as it has been varied. Most cities and countries, however, are struggling with the challenges of conservation of traditional settlements due to the rapid urbanization process. Thus, this rapid economic development for instance in Asia has caused the demolitions of some historic districts to make way for new development and this has resulted in an alteration of the socio-economic landscape and unsettling communities imbalances.

This research will look at the cultural heritage incentives for the conservation of traditional settlements in Japan, South Korea and Malaysia. These traditional settlements reflect the unique assets and potentials that could be a base for future development as well as for sustainable communities. This research tries to evaluate the success of the cultural heritage incentives for the conservation of traditional settlements, and how the conservation of the tangible heritage can also be enhanced through the conservation of intangible heritage, especially to preserve the spirit of the unique local values in these three Asian countries.

1.2 Problem Statement

A wide variety of incentives programmes have been formulated by the national authorities in Japan, South Korea and Malaysia in order to promote the conservation of cultural heritage, specifically in preserving their distinctive traditional villages. However, the coexistence of the traditional villages in the contemporary landscape has
been considered fragile thus for these three countries, as many of them have been torn
down due to rapid urbanization. But these incentives programmes have been found to be
predictably far-ranging and dissimilar between properties, areas and sites in the study
areas (McCleary, 2005).

Nevertheless, traditional settlements have been found to reflect the unique combination
of the natural, cultural and social characteristics of the urban and sub-urban fabrics.
However, in spite of its potential as the typical settlement type in the pre-modern era,
the traditional settlement has barely been spared by the modernisation phenomena.
Numerous studies have attempted to explain the importance of preserving traditional
settlements in the challenging urban landscape. For example, studies by Jones (1997),
Saleh (1998a) and Sharifah Mariam Alhabshi (2010) have done so. Other researchers
such as Alberts and Hazen (2010) as well as Pendlebury, Short and While (2009), have
attempted to emphasize the importance between the use of authenticity and the integrity
principles in guiding the preservation efforts as well as balancing the needs and goals of
the multiple stakeholders in these historic areas.

Moreover, potential conflict might also be found to exist if there was a mismatch
between the effectiveness of the current incentives policy and the residents’ needs on
the actual site. According to Stern et al. (1986), the financial aspects of a conservation
incentives programme were found not to be the only important ones. They have pointed
out that the success of an incentives programme might depend on its ability to get the
attention of its intended audience; and to communicate in a way that could be
understandable and credible as well as to address itself to the users’ needs. Success
might depend not only on the size of the incentives offered but on the form of the
incentives and on the way the programmes have been organized, marketed, and
implemented. This view has been supported by Meng and Gallagher (2012) who have found that a single incentive might be more effective in a particular area and thus, the success of the incentives programme would require various efforts, neither internally nor externally.

For the above reasons, in dealing with the effectiveness of the current incentives programme, this study has taken a stand by which a policy formulation of the cultural heritage conservation and incentives programme has to take a look seriously at the real needs of the residents or local communities. This view is in line with a research conducted by Zainah Ibrahim (2007) who has found that the present process of the community involvement in the Malaysian urban conservation project has been inadequate to promote sustainable communities. Her research findings have proved that an imbalance of power and control existed which had required a practice-oriented framework for a better coordination and collaboration between the stakeholder organisations.

In addition, conservation and urbanization conflicts are increasingly gaining prominence for the urban morphology of cities in the developing world. Sharifah Mariam Alhabshi (2010) has examined the urban renewal programme in two Malay urban settlements in the city centres of Kuala Lumpur and Singapore. Her research asserts that the redevelopment plan of Kampung Bharu in Kuala Lumpur could slowly erase the Malay cultural identity as similar consequences were found to have happened to Geylang Serai in Singapore. She added that the redevelopment of Geylang Serai has contributed to the disappearance of the tranquillity of the settlement and all signs of the Malay historical settlement. In a similar vein, Yeoh & Huang (1996) have stated that the redevelopment of Kampong Glam in the historic district of Singapore has also created
conflicts of the present legislation boundaries. Furthermore, according to Lee (1996), historic districts of the inner city in Singapore which were previously rich with cultural heritage were often demolished and replaced by modern high-rise buildings. Concerns for the need for urban conservation have also been highlighted by Saleh (1998b) in his study which found that the Saudi Arabian capital Arriyadh has started to lose its regional characteristics due to the social and cultural changes taking place to be replaced by modernity.

In a similar vein, the United Nations Human Settlements Programme (2006) has reported that many historic districts all over the world have been desecrated. Over the past decades, many inner cities are experiencing distress and consequently also experiencing the lack of historic property maintenance, traffic congestion, outdated infrastructure and poor government services. These problems have led to the migration of inhabitants to the outlying settlements leaving behind unoccupied buildings and an ageing population. In a worst-case scenario, there were residents who remained but have undertaken to haphazardly modernize their homes to the detriment of the previous architectural heritage.

In the current scenario, people across the world have realised the value of the preservation of the local heritage and culture from the perspectives of human and urban development. Cities around the world have been criticised for becoming the similar looking concrete jungles of energy-guzzling and densely packed high-rises. However, there are luckily a few landmarks left that differentiate some cities. In Asia, old established local neighbourhoods are being demolished rapidly to make way for the so-called development. In the end it displaces the local residents while making the city an even more crowded and ‘hot canyons of ugly concrete boxes’ (Ahmad Najib, 2009).
Moreover, tourists are usually looking for the unique and authentic aspects of a city’s local heritage and native culture, places and things which clearly differentiate it from others places (Macleod, 2006).

In Malaysia, there has been an emergent recognition of the role of the cultural heritage as an instrument for urban renewal and local community development. This should be continuously done for the benefit of our multicultural society. However, this effort should be conducted with proper improvement such as with national good practices or a national framework for the preservation and conservation of these historic properties. For instance, A. Ghafar (2006) stressed that it is critical for any nation to integrate the cultural heritage conservation within a broader framework of sustainable development.

Conserving urban cultural heritage such as historical buildings, sculpture, art forms, festivals, dance, music, and so on may seem less of a priority as compared to the other more persistent issues such as poverty alleviation, job creation or the infrastructure development for developing countries. However, effective conservation of heritage resources not only help in revitalising the local economy of cities, nevertheless can also bring about a sense of identity and belonging to the community. Srinivas (1999) has pointed out that it is important, therefore, to discuss and debate issues of heritage conservation within the whole process of urban development as well as integrate it with other related issues such as revitalisation of the local economy, tourism development and local governance. He again stresses that it is vital not only to protect tourism resources but also to encourage community development that focuses on cultural landscapes in response to the needs of our future generations, inherent in its development pressures, economic conditions, and drive for modernization.
However, policy formulation to guide effective cultural heritage incentives programme are still lacking in many countries [see Stern et al. (1986), Roseland (2005) and Meng & Gallagher (2012)]. This research attempts to show that: “Many conservation programmes that have been created for the communities are not suitable towards the fulfillment of their aspirations and real needs”. Therefore, this study hopefully may be found to be suitable in a way towards enhancing our understanding of how successful incentives programme can lead to the implementation of the relevant best practices for the local or international policy guidelines.

1.3 Research Questions

The overarching research question addressed by this study which was whether the incentives programmes formulated for the communities in Japan, South Korea and Malaysia are suitable and satisfactory towards the fulfillment of communities’ aspirations and ‘real’ needs? The complementary research questions have been identified as follows:

(a) What are the current incentives policies offered for the conservation of the traditional villages?

(b) How the incentives programmes work?

(c) What are the limitations of the incentives policies in meeting the community needs?
1.4 Aim and Objectives

The aim of this research is to access the heritage incentives schemes provided by the authorities in Japan, South Korea and Malaysia to ensure sustainable communities in the heritage places. In order to achieve this aim, the following objectives are identified:

(i) To explore the fundamentals of incentives mechanisms in safeguarding cultural heritage.

(ii) To assess the planning, funding and policy tools of the heritage incentives schemes for the conservation of the traditional settlements.

(iii) To evaluate the views of the local communities and stakeholders on the effectiveness of the conservation incentives programmes.

This research tries to achieve the research aims through an extensive study of the relevant literature together with the individual implementation of a case study with the heritage managers, local authorities, communities and NGOs in these three countries.

1.5 Research Significance

The concept of sustainable communities would generally benefit multiple sectors particularly the players dealing with urban conservation. Presumably, the researcher would like to reiterate that the essential of sustainable development approach in this research hopes to provide an understanding to the local authorities and the related government agencies as a tool in order to improve the current conservation incentives programmes so as to promote the preservation of the tangible and intangible cultural heritage in these three countries.
It has been found to be critical to identify the appropriate indicators in order to face the challenge of making historical areas with a sense of place and they are relevant to the urban fabric. This research would also hopefully benefit the tourism industry where native culture and identity are necessary for the survival and prosperity of the local community in each of the three Asian countries. The relevance of this research would also hopefully contribute directly to the communities' welfare in these historical areas in response to the implementation approach in order to ensure the continuity of the sustainable communities in Japan, South Korea and Malaysia.

1.6 Scope of Research

This research provides the foundation for a new strategy on establishing heritage incentive schemes through an understanding of the general concepts of tangible and intangible cultural heritage. The parties who are involved in cultural heritage conservation are the federal, state and local authorities, private sectors, NGOs, and most importantly the local communities who are directly involved in the area. The reason for focus on these parties is that they are the key players of the conservation activities. Therefore, they have to have the explicit knowledge and to share the characteristics of their cultural heritage, social relationship and common economic interests.

This research lies in the field of cultural heritage conservation and how it impacts upon sustainable communities. It tries to investigate the state of the art, how and in what way the incentives mechanism could beneficial the communities in the traditional settlements. As such, the aim of this research is to differentiate the heritage incentives schemes provided by the authorities to ensure sustainable communities in heritage places. Thus, the research focuses on the implementation of the heritage incentives schemes in selected traditional settlements in Japan, South Korea and Malaysia.
Realising that this research is a case study, it attempts to look into ways at how these countries could conserve their traditional settlements with special emphasis on the conservation of their tangible and intangible heritages. The case studies of this research constitutes three (3) traditional settlements each in Japan, South Korea and Malaysia respectively. These particular traditional settlements are the unique traditional villages which have remained in traditional settings for ages, reflecting their rich cultural and heritage values. These traditional villages that have been included in this research survey are shown in Table 1.1.

Table 1.1: Selected case study of traditional villages in Japan, South Korea and Malaysia

<table>
<thead>
<tr>
<th>Japan</th>
<th>South Korea</th>
<th>Malaysia</th>
</tr>
</thead>
<tbody>
<tr>
<td>i.  Ainokura Village, Gokayama, Toyama Prefecture.</td>
<td>i. Bukchon Hanok Village, Seoul.</td>
<td>i. Morten Village, Melaka.</td>
</tr>
</tbody>
</table>

The scope of the research would answer the need for a workable framework for the development of the conservation incentive schemes in order to ensure sustainable communities in these three countries. In this regard, these villages could best represent Japan’s, South Korea’s and Malaysia’s traditional settlements.

1.7 Conceptual Framework for the Cultural Heritage Incentives to Ensure Sustainable Communities

As the understanding of heritage changes and the scope of it widens to include the living heritage, the involvement of communities in the cultural heritage conservation and management has become critical. In this research, the focus has been on the communities who own the unique cultural heritage. In relation to that, this research was
conducted to address the overarching question, of whether the incentives programmes formulated for the communities in Japan, South Korea and Malaysia suited to the aspirations and real needs of the local residents.

Figure 1.1 represents the framework of this research with the aim to establish the sustainable communities framework for Malaysia, specifically in the context within the boundary of the traditional settlements. According to Kang (1999) traditional settlements of Korea have reflected a unique combination of the natural, cultural and social characteristics of the urban and sub-urban fabrics. Previously, the conservation efforts seem to have focused on maintaining the physical forms of the buildings or the landscape.

![Figure 1.1: Framework of the cultural heritage incentives for sustainable communities](image)

Therefore, this research bases its approach by looking at the work done by Saleh (1998a) and Sharifah Mariam Alhabshi (2010). Both of them have attempted to explain the importance in preserving the traditional settlements in the challenging urban landscape in Saudi Arabia and Singapore respectively. With this respect, this research has used the concept of the sustainable conservation (see Zancheti and Hidaka, 2011) on measuring urban heritage conservation, together with the Operational Guidelines for the Implementation of World Heritage Convention (UNESCO, 2013b). Looking at several sustainability models, this research adapt the sustainable communities approach by looking at the unique combinations of the economic, environmental, cultural and social characteristics of the historic neighbourhood (Marschalek, 2008; Ercan, 2011; Keitumetse, 2011; Scerri & James, 2009; Henderson, 2008; Kato, 2006; and Kang, 1999).

In analysing the best practices, the framework of this research is basically divided into four main indicators as shown in Figure 1.1 namely the tangible heritage, intangible heritage, incentive policy, and the governance. Since 1975, there has been scholarly discussions about ‘heritage’; when, how, what and why it should be done? Most of the discussions centered on the aesthetic, economic and the environmental values are found to be embodied in the built heritage. Later on by 2003, as noted by Yahaya Ahmad (2006), through the adoption of the Convention for the Safeguarding of the Intangible Cultural Heritage (UNESCO, 2003) the concepts of cultural heritage has broadened, from merely the concerns on the physical materials to include the intangible heritage as well. Parallel to the previous broader definitions, initially considering the historic and artistic values; the current definitions contain the cultural value as well, which include the value of identity and the capacity of the object to interact with memory (Vecco, 2010). Since the concept of the tangible heritage, intangible heritage, incentives policy
and governance are centered on the conservation policies, therefore it is compulsory for this research to be carried out systematically on the current incentives packages in order to understand the actual gap between implementation and documentation.

In this research, the focus has been on the cultural heritage conservation where the incentives policies perform as a tool in preserving the traditional settlements. The key ingredient to promote the sustainable communities principles is to understand the real needs of the communities in the conservation area. This research has adapted an effective cultural heritage management system, as recommended by Harvey (2011). His systematic process includes identifying and understanding the cultural heritage values; planning and implementation; monitoring, evaluation and improvement of the heritage programme; and report and communication. Moreover, according to Goetz (2010) for an incentives programme to be successful, it has to communicate to its audience in a way that the audience is predisposed to understand. This might require preparing materials such as reports of the programme and conducting workshops and courses for the benefit of the affected communities.

This research has also based its approach by using the ‘sustainable communities’ principles and Bennett’s hierarchy in evaluating the incentives programme implementation in the study areas (Bennett, 1975). By using Bennett’s hierarchy, it hopes to describe a programme’s logic and its expected links from inputs to the end results. According to the model, the hierarchy of evidence for the programme evaluation can be classified into seven levels namely: the programme’s resources, the programme’s activities, the programme’s participation, the programme’s reactions, the programme’s learning, the programme’s actions and the programme’s impacts. Moreover, Wilton, Baynes, and Bluett (2013) have viewed the benefits of the incentives programme as:
A well designed and implemented incentives programme will take into account the positive and negative aspects of incentives programmes and the programme benefits to the community (p. 4).

Therefore, this framework may interpret the intertwined nature of the incentives programme and the impacts to each component which could lead to the development of sustainable communities in the traditional settlements.

1.8 Limitations of the Study

The aim of this research is to assess the heritage incentives schemes provided by the authorities to enable communities to be sustainable in the selected traditional settlements in Japan, South Korea and Malaysia. It has examined the role of the key players, both public and private in the conservation of the traditional settlements specifically assessing the planning, funding and policy tools of the incentives scheme granted by the relevant authorities. The research findings have been grounded upon a series of field case studies, therefore the findings of this study are limited by:

i. the number and type of cases selected in order to develop and examine the effectiveness of the current incentives policy empirically (only nine case studies were selected from the Asian region),

ii. the research fieldwork required a high linguistic demand for the language and communications skills with all levels of respondents especially in Japan and South Korea where most of the populations could only speak in their native languages,
iii. the participations of individuals in the study was within the traditional settlement boundaries and required voluntary effort and willingness directly from the respondents,

iv. working across multiple sites and multiple lingual individuals had represented a significant challenge to the researcher, particularly the need to dedicate sufficient time to produce detailed field-notes. Also often there were practical difficulties in locating some participants and interpreters who were particularly foreign with the research theme, and

v. when conducting research in a foreign country e.g. Japan and South Korea it required the researcher to understand a new culture, and most notably in the field of social sciences it would require much understanding of the culture of the host country as part of the data generation techniques.

1.9 Structure of the Thesis

The thesis comprises eight chapters (Figure 1.2). Part 1, focuses on the theoretical aspects discussed in Chapter One, Two and Three. It is followed by Part 2 of the thesis which focuses on the empirical investigations of the study (Chapter Five, Six, Seven) starting from the methodological design addressed in Chapter Four. Part 3 of the thesis will discuss and conclude the study based on the findings from the research investigations as discussed in Chapter Eight and Chapter Nine.

**Chapter One** is the foundation chapter of the thesis. It provides the general introduction to the research work and elaborates upon the whole process of the research study in general. It establishes the background of the research, problem statement, research questions, aim and objectives, research significance, scope of research,
conceptual framework for the cultural heritage incentives as well as the structure of the thesis.

Chapter Two begins by laying out the theoretical dimensions of the research, and looks at how the concept and issues of conservation of the tangible and intangible cultural heritage and sustainable communities. The chapter starts with reviewing the conservation philosophy, the conservation principles and movement, the evolution of the tangible heritage to intangible heritage, the concept of the Outstanding Universal Values (OUV) and elucidates the cultural heritage definitions as a focal point. It also discusses the current issues and challenges in preserving the historical areas from selected regional experiences as well as the characteristics of the sustainable
communities. It addresses some of the drawbacks of the existing conservation practices in Japan, South Korea and Malaysia and helps to fill the gaps in our understanding of the cultural heritage preservation in the current context.

**Chapter Three** reviews the concept of the programme evaluation with special emphasis on establishing the incentives schemes for the cultural heritage protection. In this regard, financial and non-financial incentive schemes are considered as the focus of discussion. The chapter covers the relevant legislations in relation to the development of the heritage incentives from the regional and international policy dimensions.

**Chapter Four** elaborates further on the methodological design used in this study. This chapter comprises a discussion on developing the methodological design and data handling process. It also explains how the data were obtained from the research participants and how the research techniques and instruments were developed. For this research, the research process consisted of six main steps: (1) Formulating a research problem; (2) Conceptualising the research design; (3) Constructing instruments for data collection; (4) Selecting a sample; (5) Collecting data; and finally (6) Analysing data. A pilot study and a reliability test were done to verify whether or not the results produced in this study were consistent and reliable. As this research has used a case study approach as a basis, the following three chapters will discuss further on the findings and results based on the perceptions of the suitability of the incentives programme for the local communities and the stakeholders in these three countries.

**Chapter Five** explains an actual case study outcome from the Japanese implementation of the incentives programme. In addition to this, the earlier section elaborates the conservation movement, cultural heritage law and types of heritage incentives systems
in Japan. This case study in Japan has been explained by an in-depth outcome based on
the data obtained from the responses of the selected three traditional settlements in
Japan namely the Kawagoe, the Ainokura Village and the Ogimachi Village.

Chapter Six illustrates in detail the case study of three South Korean historic village.
The chapter provides a brief overview of the Korean cultural heritage movement, laws
governing the cultural heritage protection and the administration of the cultural heritage
in South Korea. The chapter also discusses findings based on the empirical data
obtained from the responses of the selected three traditional settlements in South Korea
namely the Bukchon Hanok Village, the Hahoe Village and the Yangdong Village.

Chapter Seven highlights the analysis of the results from the case study of the
Malaysian cultural heritage context. It focuses on the development of the country’s
cultural heritage legislations, incentives and funding policy, relevant organisations
related to the cultural heritage preservation and contents of the incentives programme.
This research analyses findings of three cases of the selected settlements in Malaysia
namely the Melaka’s Morten Village and the Chitty Village and the George Town’s
Clan Jetty Village.

Chapter Eight presents the main findings derived from the quantitative and qualitative
data collected in the three countries under studies. This study set out to determine the
overarching question, which was whether the incentives programmes formulated for the
community have been found to be suitable to the aspirations and ‘real’ needs of the
local residents. It evaluates the findings in relation to the present policy framework for
understanding and managing the cultural heritage incentives programme for the
conservation of traditional settlements in order to establish the sustainable community.
Chapter Nine summarises the main findings, contribution to body of knowledge, lesson learned and the recommendations. The lessons learned section highlight on how to better understand the ways in which effective incentives policy can be constructed by looking at the policy framework of Japan and South Korea to attain the sustainable communities in the Malaysian context. The research recommendations are proposed to hopefully enhance the identified findings. This would help to generate more contributions to the current body of knowledge within the similar interest and field of research.

1.10 Chapter Summary

This chapter briefly discusses the background of the research study and emphasises the issues and the research gap in the existing incentives programmes towards conservation efforts as policy tools. Moreover, this research has attempted to draw out the importance of preserving the tangible and intangible heritage values within the traditional settlements boundary in order to ensure sustainable communities in the historic areas. This chapter would wind-up the whole discussion whereby the researcher would also denote the research scope, the conceptual framework of the study, the limitations of the study and the structure of the thesis. The following chapter will be drawing upon the theoretical dimensions of the research and discusses the related literature that would be the basis of this research.
CHAPTER 2

THE CONCEPTS OF CONSERVATION, CULTURAL HERITAGE
AND SUSTAINABLE COMMUNITIES

2.1 Introduction

This chapter outlines the various perspectives on the concepts of conservation, cultural heritage and sustainable communities reviewed from the related literature. It examines the definitions of conservation, the tangible and intangible heritage from the perspective of the United Nations Educational and Scientific Organization (UNESCO). This chapter also discusses the national concepts and practices of cultural heritage with special reference to Japan, South Korea and Malaysia. Several key issues and challenges confronting the perpetuity and international perspective of the cultural heritage are explored in the light of the immediate threats and pressures of rapid urban development in these three countries. Initiatives of the conservation movement in order to ensure sustainable communities are also highlighted as a means to safeguard the living communities’ cultural heritage for the benefit of the future generations.

For the past 40 years since the World Heritage Convention was declared in 1972, there have been numerous international efforts to conserve historic heritage, that lead to various changes in the heritage conservation and management perspectives. Initially, most states parties tended to focus more on the conservation of physical heritage per se. However, the heritage conservation intention has shifted to the people and community who own, use and live within the heritage boundary.
According to Rodwell (2007) the concept of urban conservation has been with us since the 1960s at least, while the concept of sustainable communities originated in the 1980s and thus has become one of the core agendas of human ecology. Although their roots are different, conservation and sustainability share a common ground. This chapter sets out to examine how these agenda relate to each other in the context of historic areas.

2.2 Conservation Philosophy

Two of the great documents that established the foundation for an internationally accepted conservation philosophy are the Athens Charter (1931) and the Venice Charter (1964). These charters have helped to develop concepts and influenced thinking of conservation in many different countries. Other charters and recommendations such as the ICOMOS Australia’s Burra Charter and the ICOMOS Japan’s Nara Document on authenticity have further provided a solid basis for developing a philosophical approach to the conservation activity when conventions, through their legalistic nature, are less able to do so.

According to Pickard (2001), these documents have undoubtedly influenced the formulation of laws and, perhaps more appropriately, policies and attitudes. However, there remains considerable differences in terms of approach and also in the interpretation of terms such as ‘conservation’ and ‘restoration’ and also in the relative importance between conservative repair, maintenance, and restoration, as well as furthermore, in the ethics of reconstruction as a perceived avenue for the protection heritage policy.

In Europe, the first awareness of conservation began in the 19th century and the first international statement of preservation was dated back to 1964 with the Venice Charter,
a policy statement of the UNESCO (Repellin, 1990). Larkham (1996) has written the most complete synthesis of the conservation debates. In his synthesis, he has pointed out views by Clark (1969) on human civilisation by which a civilised man 'must feel that he belongs somewhere in space and time, that he consciously looks forward and looks back' (p. 4).

The term 'conservation' used by the World Heritage Convention does not specifically define conservation. Throughout the Convention, reference was made to the "identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage" (p. 12). Article 5 of the Convention makes reference to a number of "effective and active measures" that can be implemented by States Parties in ensuring that this "identification, protection, conservation, presentation and transmission" present in the national agenda (UNESCO, 1972, p. 3).

Australia's Charter for the Conservation of Places of Cultural Significance (The Burra Charter) defines 'conservation' as "all the processes of looking after a place so as to retain its cultural significance" (ICOMOS, 1979, p. 1). It includes maintenance and may according to circumstances; include preservation, restoration, reconstruction and adaptation and will be commonly a combination of more than one of these.

The Operational Guidelines for the Implementation of the World Heritage Convention (1992) however, does not include a definition of 'conservation'. The Operational Guidelines in Paragraph 3 (ii) have stated that one of the four essential functions of the World Heritage Committee is to "monitor the state of conservation of properties inscribed on the World Heritage List" (p. 1). Guidelines for monitoring the "state of
conservation" of properties inscribed in the World Heritage List are featured prominently in the Operational Guidelines (Section II).

In 1992, New Zealand’s Charter for the Conservation of Places of Cultural Heritage Value defines ‘conservation’ as “the processes of caring for a place so as to safeguard its cultural heritage values” (ICOMOS, 1992, p. 1). The purpose of conservation is to take care of places of cultural heritage values, their structures, materials and cultural meaning.

Conservation is used interchangeably with preservation, safeguarding and protection in the UNESCO Operational Guidelines. The term ‘preservation and conservation’ in Paragraph 64 (d) are used to refer to the "state of preservation/conservation" section of the nomination form (UNESCO, 1996). Paragraph 24 (b) (ii) of the Operational Guidelines stipulates that cultural properties included in the World Heritage List must “have adequate legal and/or contractual and/or traditional protection and management mechanisms to ensure the conservation of the nominated cultural properties or cultural landscapes”.

The Operational Guidelines also include reference, without definition, to "conservation policy" (Paragraph 27(ii)), "conservation scheme" (Paragraph 34), "preventive conservation" (Paragraph 69) and "day-to-day conservation" (Paragraph 70) (UNESCO, 1996).

A broader perspective has been adopted by joint Japan and UNESCO Nara Document on Authenticity (1994) which defines conservation, specifically with reference to the cultural heritage as “All efforts designed to understand cultural heritage, know its
history and meaning, ensure its material safeguard and, as required, its presentation, restoration and enhancement” (p. 48). As rightly noted by Rodwell (2007), the Nara Documents was regarded essentially as a route to embracing non-European cultural traditions into the World Heritage fold.

English Heritage (2008) defined conservation as “a process of managing change to a significant place in its setting in ways that will best sustain its heritage values, while recognising opportunities to reveal or reinforce those values for present and future generations” (p. 71). This essence of modern conservation is founded in the new historical consciousness and in the resulting perception of cultural diversity. Conservation is commonly referred to as “recapture a sense of the past and to preserve, conserve and restore as much of the existing fabric of its original condition and situation” (ibid).

The approach of conservation varies from culture to culture. Cohen (2001) has suggested that the aim of conservation to promote life is characterized by the strong sense of continuity but the aesthetic qualities are not sufficient to achieve this aim. The focus should not be only on the monuments; everyday urban activities should also be rediscovered.

According to Feilden (2003), conservation of historic buildings is the action taken to prevent decay and manage change dynamically. It embraces all acts that prolong the life of the cultural and natural heritage, the object being to present to those who use and look at the historic buildings with wonder the artistic and human messages that such buildings possess. Conservation encompasses the activities that are aimed at the safeguarding of a cultural resource so as to retain its historic value and extend its
physical life. All nations share a broad concept of conservation that embraces one or more strategies that can be placed on a continuum that runs from least intervention to greatest; that is, from maintenance to modification of the cultural resources.

2.3 Urban Planning and Urban Conservation

Communities live and work in town and cities. As society changes so does urban form, responding to accommodate change and growth. For its users, residents and visitors in city has always been a cultural interpretation of the physical environment through personal identification and attachment (Orbasli, 2002). Numerous studies have attempted to explain the concept of urban planning and urban conservation which are closely related (see Lee, 1996; Cohen, 2001; Tallon; 2010; Colantonio & Dixon, 2011; Chen et al., 2013). According to Wheeler (2004), the agenda of urban planning has broadened greatly over the past century (Figure 2.1).

![Figure 2.1: The evolving agenda of urban planning](image)


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