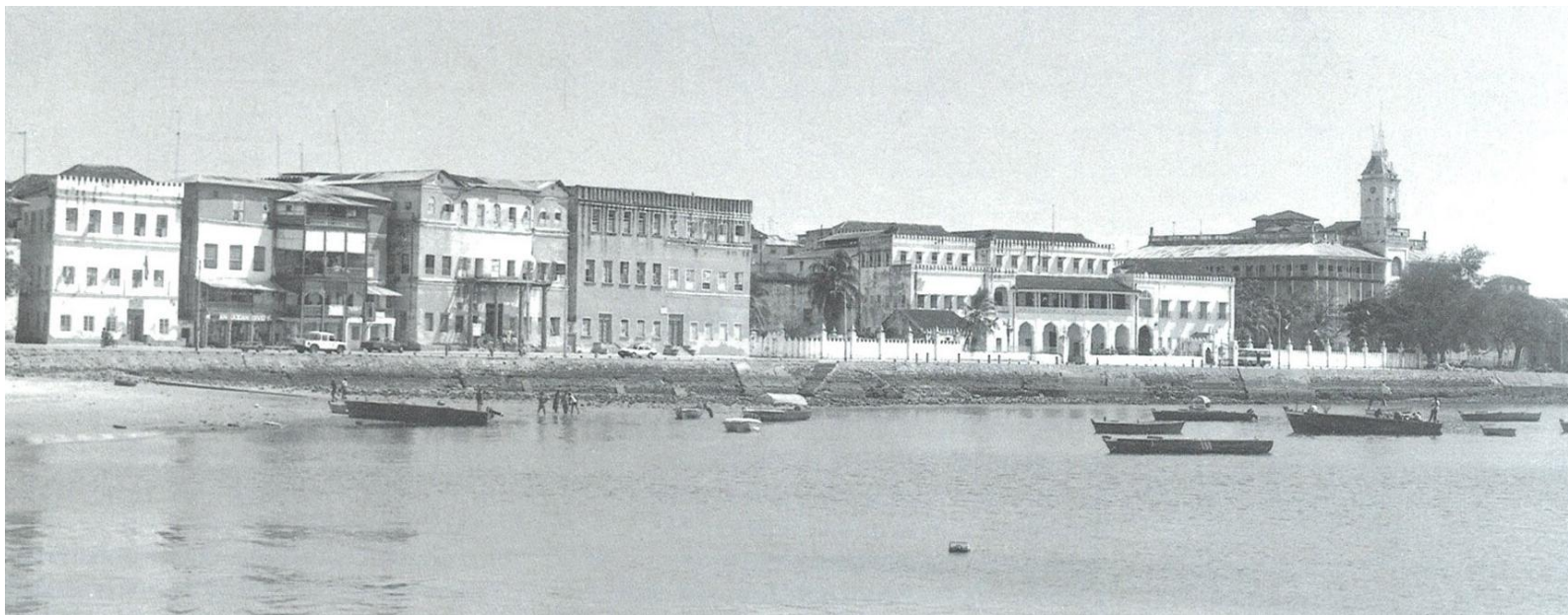


REPORT ON THE REACTIVE MONITORING MISSION TO

Stone town of Zanzibar UNITED REPUBLIC OF TANZANIA



23 to 31 January 2011

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Note: additional documentation, such as the pictures of the mission, Waste management plan of the ZMC and the Master plan for tourism are available in digital form.

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The mission would like to express its gratitude to the following important personalities of the United Republic of Tanzania:

- The Permanent Delegate of the United Republic of Tanzania to UNESCO;
- The Minister Plenipotentiary, Deputy Permanent Delegate of the United Republic of Tanzania to UNESCO;
- The Director of Antiquities of the United Republic of Tanzania and its team
- The Principal Secretary, Ministry of Water, Construction, Energy and Lands, Zanzibar;
- The Hon. Mayor, Zanzibar Municipal Council and its team
- The Director of the UNESCO office of Dar Es Salam and its team

Special thanks go to Mr Issa S. Makarani, Director General, Stone Town Conservation and Development Authority and his devoted staff. Their constant support and availability throughout the mission is gratefully acknowledged.

During the meetings and on-site visits, the mission greatly benefited from the information and kind cooperation provided by many experts and professionals, in particular the Director General of Zanzibar Port Cooperation; the Director for Marketing and Promotion, Commission for Tourism, Zanzibar; the Director of Zanzibar Municipal Council; the Chairperson of Zanzibar Stone Town Heritage Society; the members of the Board of Directors, the representative of Wakf trust commission, the Director of the Department of Housing and Settlements.

Finally the mission also wishes to express their gratitude to all the staff of the Stone Town Conservation and Development Authority, the Department of Antiquities, and UNESCO Dar Es Salam, for their warm welcome in Zanzibar and Dar Es Salam, as well as to all the persons in Stone Town who assisted them in their enterprise.

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The Mission could discern a general positive attitude towards conservation and management since several achievements and milestones have been reached. Those include, but are not limited to addressing majority of the concerns raised by the World Heritage Committee since inscription; improving sewerage, drainage, solid waste disposal, development and implementation of conservation plan (still ongoing); development of planning statement and regulation; defining and formalising an effective management structure; implementing conservation projects to address poverty alleviation; engaging in awareness and dissemination activities, among others.

However, some remaining management and conservation problems need to be addressed. The following recommendations are suggested to contribute in addressing these issues.

Poverty and Benefits from heritage

- Ensure that efforts to provide “socio-economical benefits» to inhabitants through conservation¹ are sustained. These shall ensure not only economical benefits but also “an urban environmental quality of living that contribute to the economic success of a city and to its social and cultural vitality.”²

Development pressure, changes in land use and monitoring of the development at the World Heritage property and the Zanzibar Town (urban district)

- Extend the monitoring of the development at the World Heritage Property to address not only conservation of built heritage but also demography, land use, employment, tourism, etc. This could be done in collaboration with relevant institutions. It would be of crucial importance to monitor the overall development in the World Heritage property as well as the Zanzibar town - urban district and in particular the buffer zone and historically significant buildings located there, which contribute to sustain the OUV of the property. “A comprehensive survey and analysis of the historic urban landscape as a way of expressing values and significance”³ will allow all institutions to develop integrated plans based on a “mutual understanding between policy makers, urban planners, city developers, architects, conservationists, property owners, investors and concerned citizens, working together to preserve the urban heritage while considering the modernization and development of society in a culturally and historic sensitive manner, strengthening identity and social cohesion”⁴ **For this matter, it is recommended that the current management plan be implemented to address this issue. This includes, as stated in the management plan:**
- “Analyse and produce guidance on the ability of the WHS to sustain change through development (to include growth, design, use of materials, workmanship, size, mass, use, etc.
- “Determine the carrying capacity of the Stone Town in terms of hotels. STCDA should take an upper hand in controlling the development of the hotels.

Over occupation of buildings

- In order to minimize over occupation of the building and its consequences, it is recommended that 1) a survey of the demography at the World Heritage property is undertaken; 2) alternative housing opportunities are provided in the Zanzibar Town (urban district) as planned by the Department of Housing and Settlements, 3) Awareness campaign on the good housekeeping (maintenance, do and don't) is undertaken in collaboration with the Shehas.

Empowerment of the Stone Town Conservation and Development Authority

¹ eg. SIDA project, NGO initiatives etc...

² Vienna Memorandum, 2005

³ Vienna Memorandum, 2005

⁴ Vienna Memorandum, 2005

- Enforce of “the Stone Town Conservation and Development Authority act of 2010” and in particular Part VI relating to financial provisions
- Officially launch the Heritage management plan and promote its dissemination and implementation.
- Increase of staff, in number and profile (architect, urban planner, archaeologist, etc..) and capacity reinforcement of the existing staff, necessary since the adoption of the 2010 act and the increase of responsibilities in STCDA
- Continue collaboration between key stakeholders.
-

Collaboration between stakeholders

- Despite the good collaboration between the different stakeholders (meetings, exchanges of knowledge, awareness campaign, etc.), communications between main stakeholders (internationally, nationally and locally) could be improved. The mission recommends to:
- Strengthen the collaboration between STCDA and Wakf Trust Commission.
- Regularly invite other main stakeholders, such the Port Corporation, by the Board of Directors of the Stone Town Conservation and Development Authority to discuss management and conservation of the historic town.
- Disseminate the management plan.
- Collect information on different initiatives concerning the conservation and development in the World Heritage Property, in order to be able to report on the numerous efforts undertaken to conserve it.
- Organize more forums on the conservation and management of the World Heritage property, in particular at the scale of the neighbourhood and in the collaboration with the Shehas to ensure that all stakeholders have their say in the management of the historic town.
- Diversify means of disseminating information using more informal dissemination in particular involving Shehas.

Communication with the World Heritage Centre

- According to the 2010 decision 34 COM 7B.54 and the 2006 Decision 31 COM 7B.54, the State Party is not sufficiently communicating with the World Heritage Centre on matters pertaining to the world Heritage site. The mission also observed that even positives actions, such as the development of management plan, were not reported to the World Heritage Centre.
- On this issue, the mission recalls the Operational Guidelines in particular paragraph 172 concerning Information received from States Parties and/or other sources. “The World Heritage Committee invites the States Parties to the Convention to inform the Committee, through the Secretariat, of their intention to undertake or to authorize in an area protected under the Convention major restorations or new constructions which may affect the outstanding universal value of the property. Notice should be given as soon as possible (for instance, before drafting basic documents for specific projects) and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the outstanding universal value of the property is fully preserved.”
- The mission recommends that the State party send the final version of the revised statement of OUV to the World Heritage Centre for review.
- The mission also recommends that information concerning the development of commercial activities in the port, as well as the reorganization of the northern part be submitted for review. Conservation proposals for the House of Wonders also need to be submitted.

Interpretation and presentation of the criteria vi of Outstanding Universal Value

- Carry out further research, interpretation and presentation of the attributes that substantiate the inscription of the property under criteria vi which states “Zanzibar has great symbolic importance in the suppression of slavery, since it was one of the main

slave-trading ports in East Africa and also the base from which its opponents such as David Livingstone conducted their campaign.”

Information on major restorations or new constructions

- STCDA needs to regularly inform the World Heritage Centre on proposals for major conservation and development projects, according to paragraph 172 of the Operational Guidelines and that main stakeholders collaborate in transferring the required information to STCDA.

Tourism management

- Explore further the development of cultural tourism in the tourism development plan
- Moderate emphasis on the “upper class» tourism in order to ensure diversity in offers and variety of public use.
- Strive for the socio economical benefit of the inhabitants in the development of a tourism plan.

Traffic congestion

- Monitor traffic congestion.
- Enforce the agreed traffic plan.
- Moderate the displacement of administration offices to maintain the continuous role the historic city has played as an administrative center

.Waste management

- Continue with efforts to address the issue of waste management

Building maintenance

- Establish current state of conservation of whole WHS with baseline surveys where needed
- Prioritise and identify a list of buildings in danger through a scoring system based on use, occupancy and ownership.
- Encourage repair through micro-credit and appropriate reuse to ensure their future protection and conservation,
- Undertake priority conservation works to stop the decay in endangered building
- Document all architectural elements of significance inside buildings including doors, court yards, staircases, hinges and ironmongery.
- Assess established monitoring programmes and incorporate them into a comprehensive system for monitoring the quality of conservation work
- Assess the quality of conservation work required for the WHS (including materials, techniques, workmanship and design)
- Undertake awareness and maintenance campaign
- Put in place proper financial mechanism for maintenance which could include, as planned in the management plan,:
- Create a trust fund to mobilize financial resources for maintenance and rehabilitation of buildings.
- Ensure Fiscal reappportionment and revenue collection at STCDA to sustain its actions and in particular the conservation works to stop the decay in endangered buildings
- Reappportionment of public revenues generated in Stone town
- Development of a micro-credit network in the Stone Town
-

Illegal constructions

- Undertake an awareness campaign on respectful construction directed to the middle class but also to the decision makers and upper class society.
- Enforce the 2010 act concerning illegal constructions (penalties)
- Strengthen the monitoring system through:
- Capacity building of STCDA staff on uses of GIS system

- Key indicators for monitoring conditions
- Maps summarizing the physical evolution through years
- Photographical records of the features through years (before works, project accepted by the building permit, after works)

Changes in the architectural details

- Reinforce capacity of the STCDA staff, in particular with a conservation architect
- Reinforce the awareness campaign on this issue

Electrical wire and high telecom masts

- Define alternative positions of telecom mast in consultation with concerned stakeholders
- Strengthen collaboration between bodies in charge of buildings to address the issue of electrical wire
- Undertake awareness campaigns on the negative visual impact and risk of disorganized electrical wires
-

Inadequate construction in the buffer zone

- Review mechanisms for regulation and control of the Buffer Zone with all stakeholders,
- Develop a decision making mechanism on conservation and development issues for the buffer zone between STCDA and ZMC.
- Promote inclusion of World Heritage issues in the wider working of the Council and external agencies who work within or impact upon the WHS, in particular concerning the building permits
- Consider the significance of the World Heritage property when a new town plan is prepared by the municipality.
- Develop a management strategy for the Buffer Zone in collaboration with STCDA
- Develop a strategy to control development in the buffer zone, in harmony with the historic environment.
- Promulgate new by-laws from the Local Authority that coincide with the guidelines of the STCDA
- Identify key views into, within and out of the WHS including skylines and panoramas, and ensure they are protected and enhanced as needed
- Finally the mission recommend the compliance with the §172 of the Operational Guidelines that the State Party submit information on any major conservation works in the buffer zone that may affect the WHS.

Rehabilitation of the port

- Implement the 3-5 years monitoring of the project and regularly report findings to relevant institutions

Mambo Msiige, proposal of construction of a hotel

Considering the importance of the Mambo Msiige and its close environment and in particular the adjacent open space on the sea front. The mission recommends that :

- No alteration or additions, either externally or internally are allowed on Mambo Msiige,
- Any building or addition shall be sited so that walls and facades facing onto streets and roofs are in line with Mambo Msiige.
- The integrity of the open space shall be kept for public uses.
- The compliance with “Zanzibar Stone Town Conservation Plan”, that is in line with the above recommendations.
- Any rehabilitation-construction that fails to attend theses recommendations would affect not only the Grade I building, but all the seafront and would affect the Outstanding Universal value of the property.
- Also, the mission would like to recall the paragraph 178 and 179 of the Operational guidelines for the Implementation of the World Heritage Convention, which states that a property can be inscribed on the List of World Heritage in Danger by the World Heritage Committee when it finds that the condition of the property correspond to the following:

- a serious deterioration of architectural or town –planning coherence
- a serious deterioration of urban space;
- a significant loss of historical authenticity or
- an important loss of cultural significance.
- Therefore, if the current proposed development is continued, the World Heritage Committee may consider inscribing the Stone Town of Zanzibar on the List of World Heritage in Danger if one of the above criteria is met.
- Finally it is recommended that all project proposal received are sent to the World Heritage Centre and ICOMOS for consideration and review prior to approval and implementation.

Mizingani road, Sea front improvement phase II

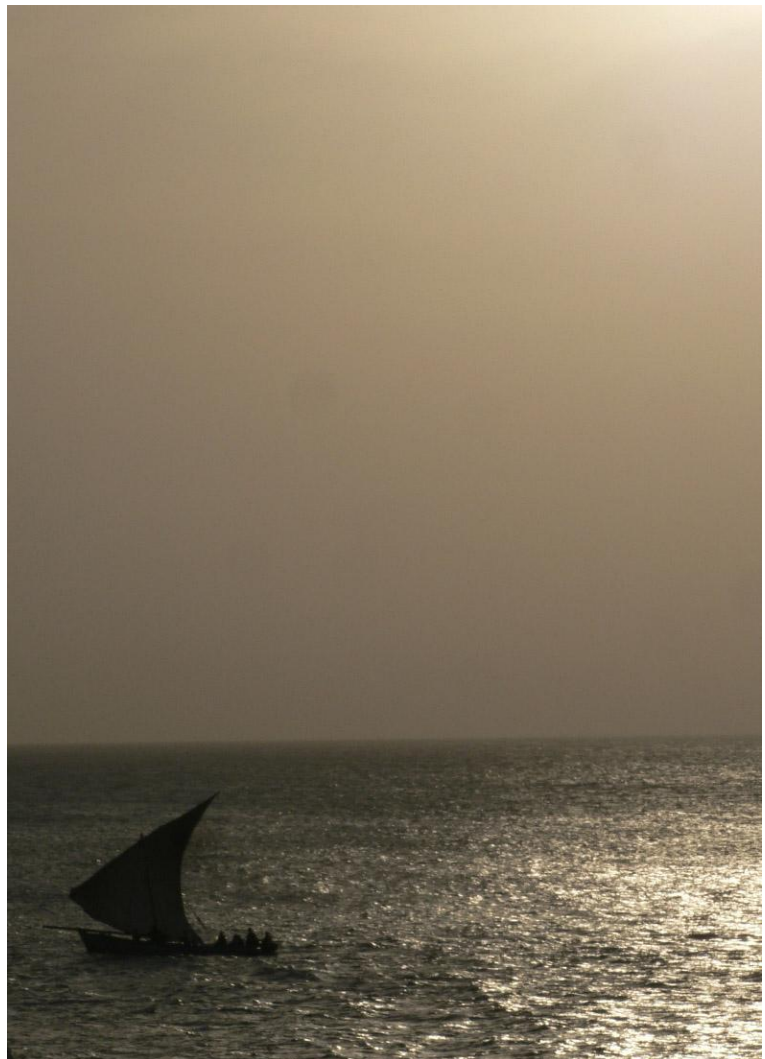
- Harmonise designs of future projects of refurbishment of open spaces to provide continuity and in consideration to existing and historic references. Concerning any planting, indigenous trees shall be preferred.

Environment

- Monitor the sea edge of the city

1. BACKGROUND TO THE MISSION

Picture: fishermen



1 BACKGROUND TO THE MISSION

1.1. Inscription history

Date of Inscription: 2000;

Property information: Core zone: 96 ha. Location: S6 09 47 E39 11 21; Property WHC Reference: 173rev

1.2. World Heritage values and Criteria

The Stone Town of Zanzibar was inscribed on the World Heritage List at the 24th Session of the World Heritage Committee (Cairns, Australia) under the following criteria:

Criterion ii: The Stone Town of Zanzibar is an outstanding material manifestation of cultural fusion and harmonization.

Criterion iii: For many centuries there was intense seaborne trading activity between Asia and Africa, and this is illustrated in an exceptional manner by the architecture and urban structure of the Stone Town.

Criterion vi: Zanzibar has great symbolic importance in the suppression of slavery, since it was one of the main slave-trading ports in East Africa and also the base from which its opponents such as David Livingstone conducted their campaign.

“The Stone Town of Zanzibar is a fine example of the Swahili coastal trading towns of East Africa. It retains its urban fabric and townscape virtually intact and contains many fine buildings that reflect its particular culture, which has brought together and homogenized disparate elements of the cultures of Africa, Arabia, India, and Europe over more than a millennium [...] The Stone Town of Zanzibar is an outstanding example of a Swahili trading town. This type of town developed on the coast of East Africa under Arab, Indian, and European influences, but retained its indigenous elements, to form an urban cultural unit unique to this region” (ICOMOS evaluation, 2000).

1.3. Examination of the State of Conservation by the World Heritage Committee and its Bureau

1.3.1. Decisions since 2000

During the examination of the state of conservation of The Stone Town of Zanzibar, the WHC expressed concerns on the following points:

1.3.1.1. Management and empowerment of the Stone Town Conservation and Development Authority

2008. Decision – 32 COM 7B.54

- The Committee “Requests the State Party to finalize the currently prepared integrated management plan with full participation of all the relevant stakeholders, by organizing a stakeholders meeting aiming at setting up a platform for the integrated management of the World Heritage property;”
- The Committee “Requests the State Party to finalize the Review of the 1994 Heritage Act in order to gain greater autonomy and greater effectiveness in the long term conservation of the property’s Outstanding Universal Value;

2000. Decision – 24 COM X.C.1

- The Committee “requested the State Party to report to the twenty-sixth session of the Committee on the progress made in clarifying the co-ordinating and supervisory role and strengthening of the Stone Town Conservation and Development Authority.”

1.3.1.2. Information on major restorations or new constructions (§172 of the operational guidelines)

2010. Decision - 34 COM 7B.54

- The Committee “Expresses great concern that the Malindi port project has been undertaken without details being provided to the World Heritage Centre, for review by the Advisory Bodies in line with paragraph 172 of the Operational Guidelines”

2008. Decision – 32 COM 7B.54

- The Committee “Reiterates the importance of conforming with the deadline set by the World Heritage Committee and takes note of the results and recommendations of the World Heritage Centre / ICOMOS mission undertaken to the property;”

2007. Decision - 31 COM 7B.49

- The Committee “Calls on the State Party to provide as soon as possible full details of the proposed project and its rationale;”

1.3.1.2. Monitoring of major restorations or new constructions in Stone town**2010. Decision - 34 COM 7B.54**

- The Committee “Requests the State Party to put in place as a matter of urgency a 3-5 year monitoring project for the port area as previously requested by the World Heritage Committee;”
- The Committee “requests the State Party to submit to the World Heritage Centre before 1 December 2010 the Environmental and Social Impact Assessment of the planned sea front project – Phase II”

2008. Decision – 32 COM 7B.54

- The Committee “Regrets the decision of the State Party to proceed with the Malindi Port Development project without first undertaking the planned baseline survey and Environmental Impact Assessment requested in Decision 31 COM 7B.49;”
- The Committee request the state party to “carry out an immediate and independent Environmental Impact Assessment on both the cultural and bio-physical resources, in full collaboration with the World Heritage Centre and ICOMOS, before November 2008;”
- The Committee request the state party to “ensure that the Environmental Impact Assessment includes a 3-5 year monitoring project in order to mitigate to the greatest extent negative impacts of work carried out and described in the mission report;”
- The Committee request the state party to “to submit a report to the World Heritage Centre, by 1 February 2010, on the results of the Environmental Impact Assessment activities carried out, and progress made with regard to implementation of a 3-5 year monitoring project of Port rehabilitation, for examination by the World Heritage Committee at its 34th session in 2010”.

2007. Decision - 31 COM 7B.49

- The Committee “Also calls on the State Party to co-operate with ICOMOS and the World Heritage Centre to organize an independent environmental and cultural impact assessment study prior to any consideration or approval of the proposed Malindi Stone Town Port development;”

1.3.1.3. Statement of Outstanding Universal Value**2008 Decision – 32 COM 7B.54**

- “Reiterates its request to the State Party to develop, in consultation with the World Heritage Centre and the Advisory Bodies, a draft Statement of Outstanding Universal Value including the conditions of integrity and authenticity, for examination by the World Heritage Committee at its 33rd session in 2009;”

It is within this context that the ICOMOS mission was undertaken from 24 to 31 January 2010; the results from the Mission are described hereafter.

1.3.2. Progress on the decisions

Progress made to respond to the concerns of the World Heritage Committee are summarised hereafter and developed in the report in the following chapters.

1.3.2.1. Management and empowerment of the Stone Town Conservation and Development Authority

Following the decisions 32 COM 7B.54 and 24 COM X.C.1

- The State Party made significant progress on this issue. It has 1) reviewed the 1994 Act in 2010, 2) prepared a management plan in 2008, “which draft bill was discussed through Principal Secretary Meetings, then to the Cabinet and was officially passed by the House of Representatives on 25th March, 2010”⁵; 3) The management plan is currently implemented.
- These activities have been key in clarifying the coordinating and supervisory role and strengthening of the Stone Town Conservation and Development Authority.
- On this issue, the mission recommends:
- The enforcement of the 2010 act;
- The official launching of the Heritage management plan, its dissemination and implementation.

1.3.2.2. Information on major restorations or new constructions (OG §172)

Following the decisions 34 COM 7B.54, 32 COM 7B.54 and 31 COM 7B.49

- Consulted on this issue, STCDA stated that they fully understand the World Heritage Committee’s concerns and the duty of the state party. STCDA further stressed that for the easy the transfer of information collaboration from other stakeholders is required.
- To better address this issue, in addition to the ongoing awareness raising campaigns, the legal framework has been consolidated:
- The Planning statement and regulation, Art 7. of states “No persons shall occupy any open space, or alter the use of building, build alter remove a building without first making an application to the Authority”
- The town and country planning decree, Cap 85 2010 act provides penalties in Art. 40. for “any person who contravenes or fails to comply”.
- During the mission, the importance of complying with paragraph 172 of the Operational Guidelines was regularly explained to the key stakeholders, who have understood its importance.
- On this issue, the mission recommends:
- That STCDA regularly inform the Secretariat on major conservation and development project, according to paragraph 172 of the OG
- That main stakeholder collaborates in transferring the required information to STCDA

1.3.2.3. Monitoring of major restorations or new constructions in Stone town

a) Following the decisions 34 COM 7B.54, 32 COM 7B.54 and 31 COM 7B.49

- The “rehabilitation” of the port was completed at the end of 2008.
- During the visit to the port with the Zanzibar Port Cooperation, they have observed environmental changes (increased wave height and increase of downtime for small ferries and for medium sized vessels).
- Considering the request of the World Heritage Committee and the port’s own needs of efficiency, **the Zanzibar Port Cooperation has decided to put in place a 3-5 year monitoring of the project.** This statement has been confirmed by the Principal Secretary of LSWE. According to the Zanzibar Port Cooperation “a local expert has been identified and its terms of reference sent for approval by UNESCO. If his profile is suitable, the first report shall be ready by March 2011. The number and rate of the other reports will depend of the finding in the first report.”

⁵ State party SOC 2010

- Detailed information on the actions undertaken by the State Party in trying, unsuccessfully, to undertake an EIA on the Malindi port rehabilitation is available in the State Party SOC 2010.
- On this issue, the mission recommends:
- That the monitoring project is implemented, as decided by the State Party, and that reports are sent to relevant institutions for information.

b) In line decision, 34 COM 7B.54, the Environmental and Social Impact Assessment of the planned sea front project – Phase II” was submitted to the World Heritage Centre.

- The mission had the opportunity to review the Environmental and Social impact Assessment of the planned sea front project. The ESIA include heritage and design aspect and provide the rationale for the selection of the “Vertical Wall with 5m wide reclamation and 5.8m promenade and 6m wide road for Mizingani Road Seafront Upgrade”.
- In line with the ESIA, the mission observed the “structural failure of the existing seawall and the threat that this poses to the historic buildings”(Atwell 2010), and noted that the upgrade of the seawall and Mizingani Road (which is in line with the approved Conservation Plan), is likely to have not only the effect of protecting the heritage resources, but also a catalytic impact on restoration and management efforts (strengthen the sense of place, improve traffic management, develop recreation spaces, etc..). The project will thus achieve protection for the heritage concerned within acceptable limits of change in the World heritage site.
- Concerning the refurbishment, the mission observed that “all the components of the phase II upgrade components and their construction methodologies including the sea wall have been demonstrated in the adjacent rehabilitation of Forodhani Park.” It is the opinion of the mission, that continuity in design and material in the 2 projects is important and would ensure a visual harmony.
- However, concerning the trees selected, the mission recommends planting trees.

1.3.1.4. Statement of Outstanding Universal Value:

In line with the Decision – 32 COM 7B.54

- **The State Party prepared a draft Statement of Outstanding Universal Value** including the conditions of integrity and authenticity. Contributions were prepared by ICOMOS. One of the terms of reference of this mission was to finalize with STCDA the draft Statement of OUV. (see appendix)
- On this issue, the mission recommends that the State party send the final version of the revised statement of OUV to the World Heritage Centre for review.

1.4. Justification of the mission (terms of reference, programme and composition of mission team provided in Annex)

1.4.1. Mission background

At its 34th session, the World Heritage Committee examined the state of conservation of Stone Town of Zanzibar. The main issues discussed were:

- The Malindi port project which was already discussed at its 31st and 32 sessions, and for which an Environmental Impact Assessment was requested;
- The planned Mizingani sea front project – Phase II for which Environmental Impact Assessment was prepared and submitted to World Heritage Centre on 02 June 2010 and subsequently transmitted to ICOMOS before the 34th session.

The Committee, after examining the overall situation of Stone Town, expressed great concern that the Malindi port project has been undertaken without details being provided to the World Heritage Centre, for review by the Advisory Bodies in line with paragraph 172 of the Operational Guidelines, and that no Environmental Impact Assessment has been undertaken or is clearly planned for this project. The Committee also requested the following to be undertaken:

- That the State Party puts in place as a matter of urgency a 3-5 years monitoring project for the port area as previously requested at its 32nd session;
- That the State Party finalizes the conservation and management plan addressing the ongoing challenges to decay of heritage fabric, traffic and tourism pressure;

In addition to the above issues, the World Heritage Centre has received in the past weeks through the press, information regarding the leasing of Mambo Msiige building on Forodhani beach, formerly used for government offices, to a hotel company Kempinski. These allegations state that an agreement was made with the hotel company for a period of 99 years and would include the rehabilitation/transformation of the buildings into hotels.

1.4.2. Mission Objective

The objective of the mission was to assess the property's state of conservation and in particular to review all issues raised by the World Heritage Committee at its past sessions.

1.4.3. Terms of reference

In close collaboration with the Stone Town Conservation Office (and all concerned relevant institutions), the mission will:

1. Visit the World Heritage property to assess the overall state of conservation including the buffer zone;
2. Hold working sessions with relevant stakeholders in Zanzibar and in Dar-es-Salam (STCDA, Department of Antiquities, UNESCO Office, etc.), in order to discuss issues raised in Decision 34 COM 7B.54 taken by the World Heritage Committee at its 34th Session (Brasilia, 2010);
3. Discuss with STCDA and relevant stakeholders such as Aga Khan the Mizingani project design so that ICOMOS suggestions for modification are considered when proceeding to the detailed design stage.
4. Finalize with STCDA, the draft Statement of OUV which ICOMOS reviewed;

The mission expert will prepare a mission report which will be examined at the 35th session of the World Heritage Committee. ICOMOS will prepare the first draft of the report which will be complemented by World Heritage Centre if necessary.

2. NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

Picture: Ongoing maintenance in Forodhany garden



2 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

2.1. Protected area legislation

The Stone Town was designated a Conservation Area by the Stone Town Conservation and Development Authority Act 1994. This was rendered possible by the powers given to the Minister of Local Government under the Town and Country Planning Act 1955 to appoint planning authorities for specific planning areas. The Conservation Area (core zone or World Heritage site) and Buffer Zone have been described in the nomination document and are very well identified. (See appendix)

Delimitation and protection of the core zone:

The Stone Town of Zanzibar is located at latitude 5° 22' S, longitude 93°18' E. The total area of the inscribed World Heritage Site is 96 hectares. It is composed by the "area running along the sea including all the beaches to the west, southwest and North West of the creel road and Mnazi Mmoja Grounds; Jamhuri Gardens; a strip of 50 meters wide on both sides of Darajani Road; Malindi Grounds and the Funguni creek area."⁶

The protection of individual monuments and sites in Zanzibar is covered by the Ancient Monuments Preservation Act, which dates from 1948, during the British Protectorate.

Planning statement and regulation within the World Heritage Site are defined in the "Zanzibar Stone Town Conservation Plan", approved in 1994.

The Stone Town Conservation Plan was developed via Chapter 85 of the Town and Country Planning Decree of 1955. Accepted on 1 July 1994 under Section 7 of Chapter 85, four plans and the associated planning statements were approved. Based on the findings of a 1992 survey undertaken in the Stone Town, the Conservation Plan was formulated to address future challenges facing the area as well as defining how conservation and future development can be undertaken in a sustainable way. Generally the Conservation Plan proposed policies to promote a balanced enhancement of positive interventions while counteracting negative trends within the Stone Town (AKTC, 1996).

The strategies include:

- Curb uncontrolled proliferation of commercial and tourist land uses...;
- Re-enforce residential land use...;
- Facilitate the maintenance of the historic buildings...;
- Recognise principal public spaces...;
- Upgrade the existing infrastructure...;
- Improve the delivery of public utilities and services...; and
- Rethink circulation [of traffic] and parking...

Delimitation and protection of the buffer zone:

The buffer zone is composed by "the area between the Creek and Michenzani Roads to the east (84.79 hectares) and all the sea area (6,200 hectares) to the extent of the Port of Zanzibar according to the Port decree of 1959 which was also recognized by the Port Authority Act of 1997 [...] deposited at the Department of Survey and Urban Planning."⁷

"The planning system in Zanzibar is regulated by the 1955 Town and Country Planning decree. Development control tools include a joint building approval committee run by the planning department, municipal council and the public health authorities. The law provides for periodic preparation of town planning schemes (the equivalent of a city development strategy or urban development plan) for each town.

The planning for Zanzibar municipal is done by the government Department of Urban and Regional Planning since ZMC has no planning department of its own. The government attaches great

⁶ The Stone Town Conservation and Development Authority Act of 2010. p3.

⁷ The Stone Town Conservation and Development Authority Act of 2010. p2.

importance to this aspect of town administration, especially as the municipal population is growing fast and geographic boundaries expanding faster than ZMC can provide services. The last town master plan was prepared in the 1980s; this focused largely on creating new neighbourhoods in the periphery, expanding the road network and creating a new business district at Mlandege/Michenzani to take the spill-over from Stone Town.⁸

2.2. Institutional framework

Stone Town Conservation and Development Authority (the authority in charge of the conservation area) was established in 1995. In line with the 2000 Decision – 24 COM X.C.1 that requested the State party to strengthen and clarify responsibilities between key stakeholders, STCDA in 15 years, has been able to set itself as a key capable actor in the management of the Stone town. STCDA was recently reinforced in its legal power, by the 2010 Act.

2.2.1. Stone Town Conservation and Development Authority

In the 1994 act, Stone Town Conservation and Development Authority (STCDA) was, together with Zanzibar Municipal Council (ZMC), the body responsible for protecting the site and its heritage. ZMC was the overarching local authority with governance responsibilities over the larger Zanzibar Town, of which Stone Town is part. ZMC was the official body recognized by UNESCO as custodian of the site⁹.

Today, **STCDA the Authority “shall have exclusive jurisdiction in the administration of the conservation area and the functions as set out under Section 7 and powers sets under Part IV.”**¹⁰

STCDA functions are clearly described in The Stone Town Conservation and Development Authority Act of 2010. The functions mainly concern: a) management planning; b) coordination of conservation and development plan; c) approval of projects; d) consultation and advisory role to stakeholders; e) care of the public areas and buildings; f) taking legal actions; g) regulation rates and charges in the World Heritage Site; h) communication- awareness.¹¹

STCDA is the key actor that links other government departments and agencies, local authorities and other bodies with interests in or management responsibilities for Stone Town.

In addition to this, STCDA can undertake conservation works and advise technically owners.

The other main stakeholders are the following:

2.2.2. The Ministry of Lands, Settlement, Water and Energy

The MLSWE “is the ministry in the government which exerts the most authority over Stone Town affairs, since it forms and oversees implementation of national policies for land, housing, construction and urban development, in addition to the key service sectors such as water and energy. Its remit also includes town and country planning. It has delegated the conservation and management of Stone Town to STCDA”.¹²

2.2.3. Zanzibar Municipal Council

ZMC is responsible over the larger Zanzibar Town (which encompasses the buffer zone). In the buffer zone it has all the normal functions of a municipal council, including public health and sanitation, building control, licensing of businesses and so on. In the Core zone, it has to comply with The Stone Town Conservation and Development Authority Act of 2010.

2.2.3. Shehas

Shehas “are neighbourhood officials who represent the Regional Commissioner (equivalent to a Regional Governor) on the ground. The sheha’s office is the first point of contact for building permit applications, petty crime and dispute resolution. There is a good rapport between STCDA and the

⁸ Heritage Management Programme, 2008

⁹ Heritage Management Programme, 2008

¹⁰ The Stone Town Conservation and Development Authority Act of 2010. p5. Article 5.3

¹¹ The Stone Town Conservation and Development Authority Act of 2010. p6. Article 7

¹² Heritage Management Programme, 2008

shehas, which facilitates the monitoring of buildings and the public realm in terms of use, alterations and threats to public safety”¹³.

Local government is represented by three agencies, i.e. ZMC, STCDA and the Sheha administration, which bridges the gap between local and central governments.

2.2.5. The Department of Antiquities and Monuments

The Department of Antiquities and Monuments “in the Ministry of Education is in charge of major monuments, museums, archives and archaeological sites. Important Stone Town landmarks such as the Old Fort, Beit el Ajaib and the People’s Palace are in their care.”¹⁴

2.2.6. Zanzibar Stone Town Heritage Society

ZSTHS “is an NGO formed in the early 2000s to give a voice to Stone Town residents and help the government and STCDA promote heritage conservation goals. Though relatively new, it has several programmes in the pipeline (mainly in restoration, international networking, communications and outreach) and, with encouragement, could contribute much to WHS protection.”¹⁵

2.2.7. Private owners.

“Private persons and entities who own approximately half the building stock. They are largely locals, but the small number of overseas/international owners is gradually growing as a result of renewed interest in Zanzibar as a desirable place to invest and live in.”¹⁶

2.2.8. The Wakf and Trust Commission

The WTC “manages about 600 properties on behalf of beneficiaries; the commission is responsible for maintaining these buildings and the welfare of its occupants”¹⁷

2.2.9. The government and associated corporations

“Apart from the 500 buildings there are large areas under its (Department of Housing and Settlements – DHS and Port corporation) control in the public realm, e.g. public open spaces and the port. The buffer zone is also largely public land, and so is the anchorage.”¹⁸

After 15 years of collaboration and after clarification of each one role, today key institutions work together in a fairly good manner. Few difficulties of collaboration that have been reported by STCDA were mainly due to changes in the interlocutor and therefore there was need to explain again the requirements that need to be met in the case of World Heritage properties

- On this issue, the mission recommends:
- The continuous collaboration between key stakeholders.

2.3. Management structure

The management structure of the STCDA has been recently modified (2010) and is described in The Stone Town Conservation and development Authority Act of 2010, Part II, Art.8.

Below is a summary description of the management structure.

STCDA is under the direct authority of the Minister. It is headed by a Director General who is assisted by a “board of Directors” (before Advisory body, under the 1994 act). The Board consist on the Director General; the Director of ZMC; the Director of Department of Archives, Museums and Antiquities; and 3 other members (today one of them is the Director of Tourism, the other one has contributed in the preparation of the nomination file). The Board function includes: supervising the

¹³ Heritage Management Programme, 2008

¹⁴ Heritage Management Programme, 2008

¹⁵ Heritage Management Programme, 2008

¹⁶ Heritage Management Programme, 2008

¹⁷ Heritage Management Programme, 2008

¹⁸ Heritage Management Programme, 2008

authority, advising the Minister and considering any legislative proposal. In comparison to the Advisory body that was to advise the authority, the Board of Director is more powerful.

STCDA is largely autonomous and has extensive technical powers. STCDA have its own professional and support staff, organised into several departments in charge of 1) finance and administration; 2) conservation and planning; 3) resources and coordination) and 4) Archives. In addition to that, STCDA have trained and is working with more than 20 skilled craftsmen in charge of undertaking conservation works.

STCDA is guided in its management by 3 tools:

- **The “Zanzibar Stone Town Conservation Plan” 1994 which defines strategy of conservation and management of the World heritage site.**
- **The “heritage management plan” 2010 further develop on its management.**

Concerning the resources for conservation and management, until 2010 STCDA used to have limited ability to raise revenues from the Stone Town assets. Today, the 2010 act provides for this matter in part IV, art 41 and 42.

Since 2010, annual fora of discussion with the community are organised .

On this issue, the mission recommends:

- That more fora are organized, in particular at a neighbourhood scale in collaboration with the Shehas. This will ensure all stakeholders have their say in the management of the historic town
- Other main stakeholders, such the Port Corporation, are regularly invited by the Board of Directors to discuss management and conservation of the historic town.

The management of the buffer zone

The mission observed that that efforts need to be developed on a better management of the buffer zone. Furthermore the mission stress that the lack of a management strategy for the Buffer Zone is contributing to the lack of cohesion between stakeholders in addressing urgent problems.

- The mission recommends that when a new plan is prepared for the municipality, it will have to take into consideration the significance of WHS.

Furthermore, having observed that the buffer zone is threatened by high buildings, the mission recommends, in line with the Objective “Site definition and appreciation” and the objective “protecting the built environment” of the “heritage management programme 2008”, to

- Develop a strategy for control development in the buffer zone
- Promote inclusion of World heritage issues in the wider working of the Council and external agencies who work within or impact upon the WHS
- Identify key views into, within and out of the WHS including skylines and panoramas, and ensure they are protected and enhanced as needed

2.4. Response to the recognition of values under international treaties and programmes

The Republic of Tanzania has ratified the following international treaties:

- Convention for the Protection of Cultural Property in the Event of Armed Conflict with Regulations for the Execution of the Convention. The Hague, 14 May 1954. 23/09/1971
- Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property. Paris, 14 November 1970. 02/08/1977
- Convention concerning the Protection of the World Cultural and Natural Heritage. Paris, 16 November 1972. 02/08/1977
- Convention against Discrimination in Education. Paris, 14 December 1960. 03/01/1979
- Regional Convention on the Recognition of Studies, Certificates, Diplomas, Degrees and other Academic Qualifications in Higher Education in the African States. Arusha, 5 December 1981. 12/07/1983
- Agreement on the Importation of Educational, Scientific and Cultural Materials, with Annexes A to E and Protocol annexed. Florence, 17 June 1950. 26/03/1963

- Convention on Wetlands of International Importance especially as Waterfowl Habitat. Ramsar, 2 February 1971. 13/04/2000
- The United Republic of Tanzania is a signatory of the Convention on Biological Diversity.
- The Nairobi Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region

Stone Town is also involved in the programme “World heritage in young hands”. Since 2004, the Forodhani secondary school is collaborating with Swedish School of Christopher Polhem Upper Secondary School (the last visit was in 2008).

3. IDENTIFICATION AND ASSESSMENT OF ISSUES

Picture: Market in Stone Town



3 IDENTIFICATION AND ASSESSMENT OF ISSUES

3.1. Management

The mission wants to stress that it was difficult to properly assess the management in Stone town, due to the fact, that the management plan and the new act are quite recent. The real impacts of those two important steps are still to come. Nevertheless, during the mission, it was already possible to observe that stakeholders had common views; plans were in concordance, etc

3.1.1. Issues that need special attention

3.1.1.1. Benefits from heritage

The World Heritage property, with its port, is a key attraction not only for tourism but also for the inhabitants, which constitutes the largest settlement in Zanzibar, with just over 280 000 inhabitants. Tourism is one of the principal industries that underpin the Zanzibar economy (15% of GDP) and 21% of the businesses in the Stone Town are tourism-related. Whilst in 2001, Zanzibar earned approximately \$46 million in foreign exchange earnings from international tourism, the average annual urban household income is USD 1 125¹⁹. These data clearly depict the pressure of development at the property and in the overall Zanzibar Town (urban district).

Although numerous efforts were undertaken, since the nomination, to ensure “socio-economical benefits» to inhabitants through conservation²⁰ efforts need to be sustained. This effort shall ensure not only economical benefits but also “an urban environmental quality of living that contribute to the economic success of a city and to its social and cultural vitality.”²¹

3.1.1.2. Development pressure and Monitoring of the development in the World Heritage property and the Zanzibar Town (urban district)

This issue was raised in several reports. Evidence of this pressure is evidenced through increased tourism development, development of the activities in the port, increase of the population in Stone town, etc. Yet, it is difficult to precisely assess the scale of this development and its effects (positive or negative) on the property without a proper monitoring of the situation.

Actually STCDA is carefully monitoring the state of conservation of the World Heritage property. STCDA is also in the process of improving its monitoring system using a GIS recently funded by SIDA²². *But this monitoring shall be extended in collaboration with relevant institutions (demography, land use, employment, tourism, etc.) It would be of crucial importance, to monitor the overall development in the World heritage site as well as the Zanzibar town - urban district.* In fact, the World Heritage property is just a small part of the Zanzibar town. The socio-economical dynamics in Stone town affects the Zanzibar town and vice versa. The good conservation and development of the World Heritage property depends on a good management of the Zanzibar town.

“A comprehensive survey and analysis of the historic urban landscape as a way of expressing values and significance”²³ will allow all institutions to develop integrated plans based on a “mutual understanding between policy makers, urban planners, city developers, architects, conservationists, property owners, investors and concerned citizens, working together to preserve the urban heritage while considering the modernization and development of society in a culturally and historic sensitive manner, strengthening identity and social cohesion.”²⁴

- For this matter, it is recommended that the current management plan be implemented to develop this issue. This includes, as stated in the management plan:

¹⁹ Environmental and social impact assessment, Aurecon May 2010

²⁰ eg. SIDA project, NGO initiatives etc...

²¹ Vienna Memorandum, 2005

²² SIDA, Swedish International Development Cooperation Agency

²³ Vienna Memorandum, 2005

²⁴ Vienna Memorandum, 2005

- “Analyse and produce guidance on the ability of the WHS to sustain change through development (to include growth, design, use of materials, workmanship, size, mass, use, etc..
- “Determine the carrying capacity of the Stone Town in terms of hotels. STCDA should take an upper hand in controlling the development of the hotels.

3.1.1.3. Means (human and financial)

The 2008 reactive mission (ICOMOS-UNESCO) observed that “there is currently no integrated mechanism for balancing the profits from the tourism economy with the needs related to the management of the cultural heritage, nor to levy funds from this industry for conserving the cultural resource that sustains it”²⁵ Also, according to the Heritage management plan 2008, **“The resources available to STCDA, DHS and Wakf are not only severely limited but clearly inadequate to ensure an enduring and authentic Stone Town in years to come.”**

For example:

- The Wakf which is in charge of 1/3 of the building in the Conservation Area have serious problem to fund the maintenance of their buildings. According to the discussion held during the mission, the rent is too low, and many tenants are not paying their due, leading to difficulties to fund any maintenance.
- The repairs that are needed to be done on the Peace memorial and the House of wonders (Gazetted monuments) are possible today because of donor’s contributions.

The 2010 act, shall answer to this concern. In fact in part VI, art 42, the Authority shall dispose of funds from portion of levies, land lease rent and property tax, for the “purpose of sustaining conservation and development of the World Heritage Sites and its outstanding values”. This fund will be devoted primarily to grade I and II buildings.

The enforcement of the 2010 Act and in particular Part VI, financial provision is a key way forward.

Concerning the staff in STCDA, the increase of responsibilities deriving from the adoption of the 2010 act, shall imply the increase of staff, in number and profile (architect, urban planner, archaeologist, etc.) and capacity reinforcement of the existing staff.

3.1.1.4. Communication between main stakeholders

Despite the good collaboration between the different stakeholders (meetings, exchanges of knowledge, awareness campaign, etc.), communications between main stakeholders (internationally, nationally and locally) could be improved, in particular concerning:

- ***Collaboration between STCDA and Wakf Trust Commission (WTC).*** In fact during the mission it was noted that: a) WTC was not in possession of the “heritage management plan” whilst they intends to develop a management plan for their own buildings. This document shall be in line with the Heritage management plan 2010; b) WTC monitor its own buildings and STCDA does the same (duplication of actions)
- ***The dissemination of the management plan*** currently implemented, in particular to Wakf, UNESCO Cluster in Dar es Salam, UNESCO WHC; etc..
- ***Collecting information on initiatives:*** numbers of initiatives are undertaken by privates, NGO in the World Heritage property, and even at the STCDA level, it was difficult to obtain a synthetic view of all efforts and comments on their relevance.
- Information on the activities undertaken in the property is disseminated through leaflets, exhibitions, annual forum, etc but still, ***ways of disseminating information shall be diversified using more informal dissemination in particular involving Shehas.***

²⁵ Report on the mission to Stone town of Zanzibar, United Republic of Tanzania, 5 to 10 May 2008. Eloundou, Baker.

3.1.1.5. Tourism management

- Zanzibar developed a policy statement on tourism (see appendix) and has developed a master plan for tourism in 2003 (see appendix). In this document little reference is done to cultural tourism. Also the policy targets in particular upper class tourism. On this last issue, the mission stresses the fact that targeting in particular upper class tourism, which have upper class demands, could result 1) to constructions of disproportionate infrastructures that are not compatible with the WH status, and rupture of the actual interaction between the inhabitants and the tourists.
- Also the failure to implement a strategy on how to accommodate cultural tourism could result in random development that could threaten its Outstanding Universal Value.

On this issue, the mission recommends:

- That the tourism development plan explore further the development of cultural tourism
- That emphasis on the “upper class» tourism being moderate, in order to ensure a variety of public
- The development of a tourism plan that strives for socio economical benefit of the inhabitants

3.1.2. Issues currently addressed and that need monitoring

3.1.2.1. Rehabilitation of the port

- The “rehabilitation” of the port was completed end of 2008.
- During the visit to the port with the Zanzibar Port Cooperation, they reported environmental changes (increased wave height and increase of downtime for small ferries and for medium sized vessels).
- Considering the request of the World Heritage Committee and the port’s own needs of efficiency, **the Zanzibar Port Cooperation has decided to put in place a 3-5 year monitoring of the project.** This statement has been confirmed by the Principal Secretary of LSWE. According to the Zanzibar Port Cooperation “a local expert has been identified and its terms of reference sent for approval by UNESCO. If his profile is suitable, the first report shall be ready by March 2011. The number and rate of the other reports will depend of the finding in the first report.”

On this issue, the mission recommends:

- The implementation of a 3-5 years monitoring of the project, and regular reporting on the findings to relevant institutions

3.2. Factors affecting the property

This analysis of the key factors has been done, 1) considering issues identified in 2008, during the Reactive mission undertaken by ICOMOS and WHC²⁶ for comparison and 2) considering new issues identified during the mission.

Considering the overall context, key factors have been classified in order to set some priorities.

3.2.1. Major Key factors

3.2.1.1. Poverty

As observed in 2008, still today” Many of the occupants of Stone Town are subject to less than favourable living conditions and have no resources to invest in the buildings. These building are in need of urgent conservation. The resources to execute this conservation are lacking. The high incidence of tenant occupants with little means to do repairs, as well as lack of resources for maintenance of buildings owned by the Government, has resulted in many leaking roofs, many roof eaves without gutters and many

²⁶ Report on the mission to Stone town of Zanzibar, United Republic of Tanzania, 5 to 10 May 2008. Eloundou, Baker.

broken rainwater down pipes, with the result that rainwater does not always discharge to the existing storm water system at grade level but from higher up, in this way causing severe damage to the surface of walls on ground level and the loss of historical doors due to timber rot caused by splashing and by rising damp in walls with no damp barrier. “

Addressing poverty alleviation is a key issue that needs special attention.

The policy on tourism shall also contribute to address this issue. (See appendix)

3.2.1.2. Over occupation of the buildings

The World Heritage site is a key asset for generating income. Zanzibari and foreigners from the region are coming in the area to work. This attraction is leading to over occupation of buildings (owner rent to earn some money, tenants rent to other occupants, occupants are increasing in number, etc..) As a result, the natural evolution of the building is speeded up.

In order to minimize over occupation of the building and its consequences, it is recommended that 1) a survey of the demography in the world heritage site is undertaken; 2) alternative housing opportunities are provided in the Zanzibar Town (urban district) as planned by the Department of Housing and Settlements, 3) Awareness campaign on the good housekeeping (maintenance, does and don't) is undertaken in collaboration with the Shehas.

3.2.1.3. Changes of land uses

The 2008 report noted that “There is an increase in tourism to Stone Town. Tourism results in the change of land use patterns, the appearance of a quantity of curio shops and hotels, displacement of inhabitants and provoking the closing of other small shops that sell food and other items to local inhabitants and users of Stone Town.”

Although the mission observed visually the same, it stresses the **importance of detailed survey and monitoring of changes in the land uses**, before making further comments on this issue. For example, in 1983 as analyzed in the “Zanzibar, a plan for the historic town”, the town was in a way abandoned and has lost its authenticity by losing its commercial character (see p.78) and in 1993, “business had fully return to the area”. Commercial activities are crucial to maintain the authenticity of the property. To reinforce this point, we can recall the Vienna Memorandum which states “**The historic urban landscape acquires its exceptional and universal significance** from a gradual evolutionary, as well as planned territorial development over a relevant period of time **through processes of urbanization, incorporating environmental and topographic conditions and expressing economic and socio-cultural values pertaining to societies.**”²⁷ This statement is stressing that changes of uses are not always detrimental to the Universal values if in line with the context.

3.2.1.4. Mambo Msiige, proposal of construction of a hotel

In January 2011, the World Heritage Centre addressed a letter to the Director of Antiquities of Tanzania, concerning the state of conservation of Stone Town of Zanzibar and in particular the construction of a hotel on Mambo Msiige building and its adjacent plot. This courier highlights that “the Mambo Msiige building represents one of the most significant attributes that contributed to the justification of the Outstanding Universal values of the property” and remind “the paragraph 172 of the Operational guidelines, which request State Parties to inform the World Heritage Committee of their intentions to authorize in an area protected under the convention major restoration or new constructions which may affect the Outstanding values of the property”.

At the very time, “The World Heritage Centre has received information from the press over the alleged new leasing of property located on Forodhani Beach in Zanzibar. This allegation state that a leasing

²⁷ Vienna Memorandum, 2005

agreement was made with the Hotel Company for a period of 99 years and would include the rehabilitation/ transformation of the building into a hotel. ²⁸

Because of this, one of the objectives of the mission was to assess the ongoing situation on Mambo Msiige.

A visit was made to the Mambo Msiige and discussion were held with the Director General of STCDA on the ongoing request for a building permit for an hotel on Mambo Msiige and the 2 adjacent plots (one open space and one empty plot).

During the mission, STCDA had received proposed project for a request for building permit. The project included 1) a rehabilitation of Mambo Msiige, 2) a construction on one empty plot and part of an open space.

The proposal had been return by STCDA to the designer with comments, since the design was not complying with the "Zanzibar Stone Town Conservation Plan". In fact, the plan was failing to address the following regulations:

- Concerning the planned intervention on the Grade I building Mambo Msiige, "no alterations and additions, either externally or internally will be allowed to Grade I listed building, except in exceptional circumstances as authorized by the Authority. [...]"²⁹
- Concerning the planned construction adjacent to Mambo Msiige, "Any building or addition shall be sited so that walls and facades facing onto streets are in line with adjacent building lines [...]"³⁰
- Concerning the open space, planned to encroached. "Land in this zone shall be kept open for public use. No other land uses will be permitted".³¹

In conclusion, at the end of the mission, according to the Director General, no building permit was authorized.

Considering the importance of the Mambo Msiige and its close environment and in particular the adjacent open space on the sea front. The mission recommends that :

- No alteration or additions, either externally or internally are allowed on Mambo Msiige,
- Any building or addition shall be sited so that walls and facades facing onto streets and roofs are in line with Mambo Msiige
- The open space shall be kept in its integrality for public uses
- The compliance with "Zanzibar Stone Town Conservation Plan", that is in line with the above recommendations.
- Any rehabilitation-construction that fails to attend theses recommendations would affect not only the Grade I building, but all the seafront and would affect the Outstanding Universal value of the property.
- Also, the mission would like to recall the paragraph 178 and 179 of the Operational guidelines for the Implementation of the World Heritage Convention, which states that a property can be inscribed on the List of World Heritage in Danger by the World Heritage Committee when it finds that the condition of the property correspond to the following:
 - a serious deterioration of architectural or town –planning coherence
 - a serious deterioration of urban space;
 - a significant loss of historical authenticity or
 - an important loss of cultural significance.
- Therefore, if the current proposed development is continued, the World Heritage Committee may consider inscribing the Stone Town of Zanzibar on the List of World Heritage in Danger if one of the above criteria is met.
- Finally it is recommended that all project proposal received are sent to the World Heritage Centre and ICOMOS and WHC for consideration and review prior to approval and implementation.

²⁸ Ref : WHC/74/URT/11/02/LE. State of Conservation of Stone Town of Zanzibar (Mambo Msiige Building)

²⁹ Zanzibar Stone Town Conservation Plan, 1994. Art 32.

³⁰ Zanzibar Stone Town Conservation Plan, 1994. Art 37.

³¹ Zanzibar Stone Town Conservation Plan, 1994. Art 27

3.2.1.5. Mizingani road, Sea front improvement phase II

The improvement of sea front was planned already in the “Zanzibar, a plan for the Historic stone town” by the Aga Khan Trust for Culture in 1996, chapter planning the major public areas” (p.140). The first phase of the project was the reorganisation and refurbishment of Forodhani Park. The second phase consisted in the enlarging the street on the sea side and restoring the sea front.

- In line to the Decision - 34 COM 7B.54 (2010) an Environmental and Social Impact Assessment of the planned sea front project – Phase II” was undertaken and submitted to the World Heritage Centre.
- During the mission and according to the terms of reference, discussions were held with STCDA on the design of the project.
- Concerning the seawall and the material used, STCDA explained that sand stone (original material) was not available anymore on the island. This is the reason why in the rehabilitation of Forodhani Park and in this second part of the project the sea wall is designed to be in concrete resembling sand stone.
- Concerning the street lamps, in line with the “Zanzibar Stone Town Conservation Plan. Art. 56.” these furnitures have been designed using as reference ‘original’ lights still visible in the Stone town.
- As stated in the “Master planning Progress Summary Report”, prepared for Aga Khan Trust for Culture in May 2010, “all the components of the phase II upgrade components and their construction methodologies including the sea wall have been demonstrated in the adjacent rehabilitation of Forodhani Park.” It is the opinion of the mission, that continuity in design and material in the 2 projects is important and would ensure a visual harmony. Discussions on the design should have done in the first phase of the project.
- Concerning the trees to be planted, the mission recommends planting indigenous trees. On this issue, the mission recommends to:
- Harmonise designs of future projects of refurbishment of open spaces to provide continuity and in consideration to existing and historic references. Concerning any planting, indigenous trees shall be preferred.

3.2.1.6. Planned development

During the mission, verbal information was received about major conservation works and planned development projects. These concerns:

- The port. Considering the increasing activities in the port, and according to the Zanzibar town master plan, the commercial activities of the port are planned to be moved out from the Conservation area while the passenger terminal will remain at the World Heritage property. This project will decongest the conservation area from traffic. It will requiring important funds that are not yet available;
- The reorganisation of the northern part of the port, where there is actually an informal fish and charcoal market;
- Conservations works (linking roof) in the House of Wonders. According to the Director of Antiquities and Archives, funds have been secured and works undertaken in collaboration with STCDA are to be launched soon.
- Conservation works in the peace memorial and in the Tippu Tip house are ongoing.
- Refurbishments of public spaces are planned in the management plan 2010³².

- *The mission could not to collect further information on the above projects due to lack of time. But considering that those are major conservation works the mission recommends the compliance with the paragraph 172 of the Operational Guidelines “The World Heritage*

³² Sketch drawing on the project are available on the management

Committee invites the States Parties to the Convention to inform the Committee, through the Secretariat, of their intention to undertake or to authorize in an area protected under the Convention major restorations or new constructions which may affect the outstanding universal value of the property. Notice should be given as soon as possible (for instance, before drafting basic documents for specific projects) and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the outstanding universal value of the property is fully preserved."

3.2.1.7. Interpretation and presentation of the criteria vi of Outstanding Universal Value

In line with the 2008 mission, the mission "came to the opinion that the criteria vi for which the Property was inscribed are not all sufficiently researched, interpreted and presented on site.

- The Mission identified the House of the Slave trader Tippu-Tipp, the Cathedral and house of David Livingstone as representatives of the aspect of slavery and subsequent anti-slavery activities in Stone Town, but there too little is done to further deepen this theme by way of research, exhibits, routes, documentation of oral history and the like, as well as a lack of awareness of the potential of integration of this aspect with international cultural tourism activity.
- The Mission also came to the opinion that the historical sea-borne trade aspect was not sufficiently developed in the interpretation and presentation of the Property, and that the Port and sea edge of the old town was underutilised and under-presented in terms of this theme." On this issue, the mission recommends:
 - Further research, interpretation and presentation of the criteria VI

3.2.2. Other Key factors

3.2.2.1. Changes in the architectural details

As observed in 2008, still today, it has been observed that "There is a progressive detrimental change in the Stone Town architecture due to an increasing number of owners and/or developers who want to introduce new styles to fit their commercial and living expectations. New buildings authorized in the Stone Town are less and less designed in reference to or in a dialectic relationship with the traditional styles (Omani, Indian, Swahili, etc.) or fusions thereof. In addition, the STCDA does not yet have all the necessary capacity (architects) to help owners in satisfactorily designing the buildings or additions/alterations that would have fit with the existing setting."

On this issue, the mission recommends:

- Capacity reinforcement of the STCDA staff, in particular with a conservation architect
- Reinforcement of the awareness campaign on this issue

3.2.2.2. Electrical wire and high telecom masts

As observed in 2008, still today "There is also a lack of forward planning and appropriate design of electrical and telecom reticulation, with a profusion of electrical and telecom wires hanging all over the streets and crudely fixed to buildings. The exposed overhead electrical and telecom reticulations have a high negative visual impact and result in damaging the fabric where attached. "

On this issue, the mission recommends:

- Reflection on defining alternative positions of telecom mast is engaged with concerned stakeholders
- Collaboration between bodies in charge buildings are strengthen to address the issue of electrical wire
- Awareness campaign is undertaken on the negative visual impact and risk of disorganized electrical wire

3.2.2.3. Environment

The sea edge of the city is very vulnerable due to the winds, wave motion and general harsh sea environment. The sea wall in particular is severely degraded due to the force of waves and sea erosion. There has already been subsidence of the main road along the old western sea edge of Stone Town.

On this issue, the mission recommends:

- Monitoring the sea edge of the city

3.2.3. Key factors currently addressed and that need monitoring:

3.2.3.1. Traffic congestion

According to 2008 Reactive Monitoring mission report traffic congestion and its consequence (noise, pollution, occupation of public spaces, negative visual impact) was affecting the “sense of place, so diminishing the experiential quality of the old town in general”. This was mainly due to the fact “that all administration and education activities were in Stone town, and to the fact that Stone Town is the economical centre of the archipelago”.

Since the end of 2010, a new “traffic plan” has been put in place to address this issue. Also, some administration offices have been moved out of the conservation areas and others are to be displaced.

When comparing the aerial view of Stone Town in 2002 and in 2010 (see appendix) vehicle impacts seem to have been reduced, except in few areas such as the Malindi Port and the small port next to the Livingstone building. Continuous control of the traffic that is ongoing in collaboration with the Municipal Council shall improve the situation.

On this issue, the mission recommends:

- traffic congestion is to be monitored
- enforcement of the agreed traffic plan be done;

On this issue, it is important to note, that one of the points that makes this site exceptional and authentic is the **“The continuity of traditional uses of most of the buildings in the historic town as residential and commercial space maintains the town as an important administrative and economic centre of the archipelago.”** For this matter, **while controlling development pressure, it is important to preserve the town has administrative offices and economy centre.**

On this issue, the mission recommends:

- the displacement of administration offices shall be moderate, in order to maintain the continuous role the historic city has played as an administration centre

3.2.3.2. Waste management

The 2008 report “observed a difficulty in keeping Stone Town clean due to the combination of high occupation density and the lack of an efficient waste management strategy. “ **The 2011 mission observed a fairly good management of waste in the property (availability of dust bin, people in charge of the cleanliness, etc..). However, efforts shall be reinforced in “hidden areas” (in between buildings where there are no official pathways, on graveyards, on ruins etc..)**

In response to that issue, the Municipal council was consulted. In line with the “Heritage management plan” and the “Zanzibar Urban service project, ZUSP; Zanzibar Municipal Council, Division of Sewerage, Drainage and Solid waste, December 2009”, **the Municipal council will launch in collaboration with STCDA in 2011 a waste management and a street lightning programme.**

On this issue, the mission recommends:

- continuous effort on waste management

3.2.3.3. Building maintenance

Despite the important effort deployed by STCDA and the inhabitants of Stone Town³³, decay of historic fabric has been observed. This is observed in some partial collapse, lack of maintenance and repair, uncontrolled rain water runoff from, roots of large mango trees growing in the structural elements will cause collapse of walls) etc...

The physical degradation of the heritage properties, already stressed in Pound's report, has been considered during the development of the recent management plan. The existing conditions are currently not threatening the integrity of the property; however this key issue need to be seriously addressed, so to avoid the risk of losing the integrity of the property.

On this issue, and in line with the management the mission recommends to:

- Establish current state of conservation of whole WHS with baseline surveys where needed
- Prioritise and identify a list of buildings in danger through a scoring system based on use, occupancy and ownership.
- Encourage repair and appropriate reuse to ensure their future protection and conservation, through micro-credit.
- Undertake priority conservation works to stop the decay at endangered buildings
- Document all architectural elements of significance inside buildings including doors, court yards, staircases, hinges and ironmongery.
- Assess established monitoring programmes and incorporate them into a comprehensive system for monitoring the quality of conservation work
- Assess the quality of conservation work required for the WHS (including materials, techniques, workmanship and design)
- Undertake awareness and maintenance campaign
- Put in place proper financial mechanism for maintenance which could include, as planned in the management plan:
- Create a trust fund to mobilize financial resources for maintenance and rehabilitation of buildings.
- Ensure Fiscal reapportionment and revenue collection at STCDA to sustain its actions and in particular the conservation works to stop the decay in endangered building
- Reapportionment of public revenues generated in Stone town
- Development of a micro-credit network in the Stone Town

3.2.3.4. Illegal constructions

Despite the numerous awareness campaigns and the 1994 act, **few illegal constructions and several extensions (addition of floors) have been observed during the 10 years after nomination.** According to STCDA, some of these constructions are undertaken during week-end or in the night; other were done after delivering of the building permit but not following the agreed design. The results of these constructions are still visible today.

These attitudes have several impacts. One is that it affects the overall setting of the world heritage property, and secondly it affects the credibility of the Authority (some inhabitants are not understanding how come one was allowed such construction) **and thirdly, it discourages the inhabitants** (why should they continue taking such care, while some don't?).

The 2010 act that provides for penalties for those that are not complying with the law, shall dissuade illegal construction (see 2010 Act, part IV. Art. 26). In addition to that measure, awareness campaign shall continue, not only addressed to the middle class but also to the decision makers and upper class society.

The duration of the mission, could not allow the survey of the nearly two thousand buildings in the World heritage property. The inspection-visit of the properties made, only permitted a general

³³ According to the 2010 SOC "The state of conservation of the property is fairly good. Collapse of coral stone buildings is at lowest level from figure of nearly 10 building per year to nearly 1 building"

analysis of the situation and observations of some decay and few illegal constructions. From this observation, the mission does not think that illegal constructions and decays threaten the integrity and authenticity of the property.

However, the mission stresses the importance of developing a monitoring system, in order to allow precise understanding on what extent the illegal constructions and decay could affect the authenticity and the integrity of the property. For this matter, the 2008 management plan a monitoring system on the condition of the WHS has been put in place through SIDA project recently. This system need to be boosted.

On these issues, the mission recommends:

- Awareness campaign on respectful construction is undertaken directed to the middle class but also to the decision makers and upper class society.
- Enforcement of the 2010 act concerning illegal constructions (penalties)
- Strengthening the monitoring system through:
- Capacity building of STCDA staff on uses of this database
- Key indicators for monitoring conditions
- Maps summarizing the physical evolution through years
- Photographical records of the features through years (before works, project accepted by the building permit, after works)

3.2.3.6. Inadequate construction in the buffer zone

Constructions of more than 3-storey height limit have been observed in 2008. During the mission no other illegal constructions have been observed. In addition to that, **when the mission stressed the importance of the respecting the skyline in the buffer zone to the Municipal Council, the responsible institution expressed concern and following the discussion decided to request the demolition of the illegal storey.**

On this issue, the mission recommends:

- the control of the Buffer Zone needs thorough review with all stakeholders,
- a decision making mechanism on conservation and development issues for the buffer zone being developed between STCDA and ZMC.
- Promote inclusion of World heritage issues in the wider working of the Council and external agencies who work within or impact upon the WHS, in particular concerning the building permits
- That when a new town plan is prepared for the municipality, it will have to take into consideration the significance of WHS.
- That a management strategy for the Buffer Zone been developed in collaboration with STCDA
- Develop a strategy for control development in the buffer zone that they are in harmony with the historic environment
- that the Local Authority promulgate new bye-laws that coincide with the guidelines of the STCDA
- Identify key views into, within and out of the WHS including skylines and panoramas, and ensure they are protected and enhanced as needed
- Finally the mission recommend the compliance with the §172 of the Operational Guidelines for any major conservation works that may affect the WHS in the buffer zone.

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE SITE

Picture: children playing in Forodhany garden



4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE SITE

4.1. Review whether the values on the basis of which the property was inscribed on the World Heritage List are being maintained

4.1.1. Criteria

The Committee decided to inscribe this property on the World Heritage List on the basis of criteria (ii), (iii) and (vi):

Criterion (ii): The Stone Town of Zanzibar is an outstanding material manifestation of cultural fusion and harmonization.

Criterion (iii): For many centuries there was intense seaborne trading activity between Asia and Africa, and this is illustrated in an exceptional manner by the architecture and urban structure of the Stone Town.

Criterion (vi): Zanzibar has great symbolic importance in the suppression of slavery, since it was one of the main slave-trading ports in East Africa and also the base from which its opponents such as David Livingstone conducted their campaign.

4.1.2. Review

The mission observed that:

Criteria ii) Outstanding material manifestation of cultural fusion and harmonisation are still standing and maintaining their characteristic typologies, (eg :The shop front buildings derived from Indian predecessors, The houses derived from Arab models, the royal residence at Forodhani, the commercial metropolis along the bazaar streets which was mainly, relationship between the open and built up areas, carved doors, elaborated balconies, tea houses, trees and vistas; etc..). **Concerning the functions, due to socio-political evolutions some function have changed, but most of the residential and commercial function have been maintained.**

Also, although the criteria stressed on the immovable heritage, it is still important to note that the intense trade is today vivid in the composition of the inhabitants and the consequence of tourism activity.

Criteria iii) Urban structure of the Stone town has remain the same, despite expected development (eg: port development) of such a capital. Developments have been planned in concordance with the exceptional significance of the site which is witnessed by continuous administrative and economic function of the historic town³⁴.

Concerning the architecture, although many little architectural details are changing and some inappropriate constructions are observed³⁵, the majority of the features witnessing the intense seaborne trading (the port, the imposing monumental sea front) are still predominant.

Criterion (vi): The main features (Anglican cathedral, the Tippu tip house, the port, the monumental buildings on the sea front, etc.) are still standing and clearly witnessing the slavery period and its abolition. Maintenance works and site presentation are ongoing on these monuments. Also, to recall the nomination file "Its continuous use as a residential/commercial town is by itself a powerful media in the manifestation of memories of the slave trade and of explorers like Vasco da Gama, Stanley and others"³⁶

³⁴ ICOMOS evaluation, comparative analysis 2000.

³⁵ The date of the inscription more 82 buildings were classified "traditional unclassified" and 256 "contemporary" (meaning 15% of the building in the world heritage site).

³⁶ Nomination file, Criteria under which inscription is proposed

4.1.3. In terms of authenticity

According to the Nara declaration, “Depending on the nature of the cultural heritage, its cultural context, and its evolution through time, authenticity judgements may be linked to the worth of a great variety of sources of information. Aspects of the sources may include form and design, materials and substance, use and function, traditions and techniques, location and setting, and spirit and feeling, and other internal and external factors. “

The Stone Town of Zanzibar fairly maintains its authenticity in the above listed points. However, some of these points need elaboration:

- Traditions and techniques: although some inadequate techniques are observed in Stone town, the **legal framework demands use of traditional techniques and the current trend is to undertake works using traditional material**. This is feasible since there is in STCDA skilled craftsmen that are capable of using coral rag masonry set in a thick mortar, consisting of lime, earth and sand and then covered with a lime plaster and lime wash. **Concerning the pitched corrugated roofs, those have been used as roofing for the last hundred years**. In fact, due to heavy rains early failure of masonry flat roofs which originated from Arabia resulted in such roofs being covered by pitched corrugated iron roofs, sometimes badly hampering architectural features such as the crenulated parapets.³⁷
- Spirit and feeling: **Interpretation of the criteria VI needs to be developed**, in particular considering the tourism pressure that tends to sell “beaches and sun”. **However, the imposing monumental sea front of Stone town, together with the impressive expression of fusion of culture in the architecture, food, behaviours (open minded inhabitants), is greatly demonstrating the fusion of people due to intense seaborne trading, including slavery**.

4.1.4. Assessment

The Mission wants to give credit for conservation work achieved and positive progress made in terms of the State of Conservation of the Property.

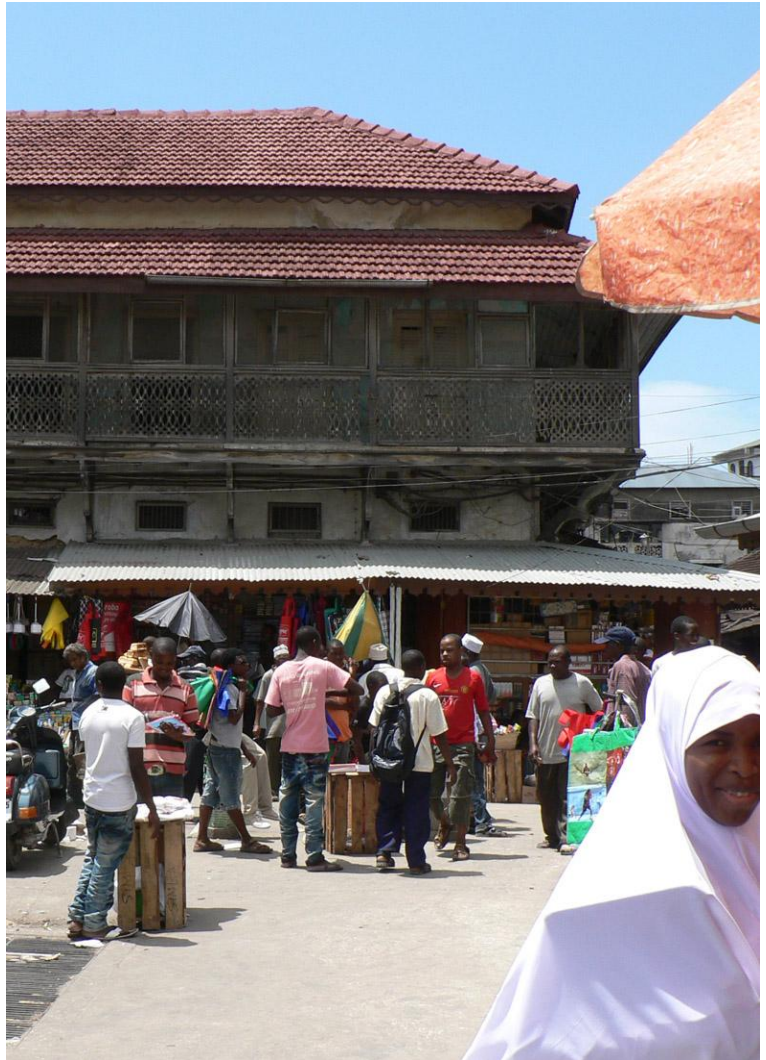
At the time of Inscription the rapidly deteriorating State of Conservation was a definite issue – in a sense the decision by the WHC for Inscription of the World Heritage List has definitely proved correct the conclusion of the ICOMOS Evaluation Mission Report (2000: 25), which stated that Inscription would provide a positive force towards and critical mass for conservation the fragile heritage of Stone Town.

The Mission did not have the means or time to verify the relative status exactly, the rate of loss seems to have been diminished, the property is managed in good manner and in a participatory way, the management and the key stakeholders are fully aware of the requirements of world heritage property and the challenges faced and are organised to address them. **Despite remaining management and conservation problems, the Mission could discern a general positive attitude towards conservation and management since several achievements and milestones have been reached.**

³⁷ Nomination file, Authenticity and integrity

5. CONCLUSIONS AND RECOMMENDATIONS

Picture: Activities in Darajani



5 CONCLUSIONS AND RECOMMENDATIONS

The Mission could discern a general positive attitude towards conservation and management since several achievements and milestones have been reached, despite remaining management and conservation problems that could be addressed by making use of the following recommendations

Poverty and Benefits from heritage

- Ensure that efforts to provide “socio-economical benefits» to inhabitants through conservation³⁸ are sustained. These shall ensure not only economical benefits but also “an urban environmental quality of living that contribute to the economic success of a city and to its social and cultural vitality.”³⁹

Development pressure, changes in land use and monitoring of the development at the World Heritage property and the Zanzibar Town (urban district)

- Extend the monitoring of the development at the World Heritage Property to address not only conservation of built heritage but also demography, land use, employment, tourism, etc. This could be done in collaboration with relevant institutions. It would be of crucial importance to monitor the overall development in the World Heritage property as well as the Zanzibar town - urban district and in particular the buffer zone and historically significant buildings located there, which contribute to sustain the OUV of the property. “A comprehensive survey and analysis of the historic urban landscape as a way of expressing values and significance”⁴⁰ will allow all institutions to develop integrated plans based on a “mutual understanding between policy makers, urban planners, city developers, architects, conservationists, property owners, investors and concerned citizens, working together to preserve the urban heritage while considering the modernization and development of society in a culturally and historic sensitive manner, strengthening identity and social cohesion”⁴¹ **For this matter, it is recommended that the current management plan be implemented to address this issue. This includes, as stated in the management plan:**
- “Analyse and produce guidance on the ability of the WHS to sustain change through development (to include growth, design, use of materials, workmanship, size, mass, use, etc.
- “Determine the carrying capacity of the Stone Town in terms of hotels. STCDA should take an upper hand in controlling the development of the hotels.

Over occupation of buildings

- In order to minimize over occupation of the building and its consequences, it is recommended that 1) a survey of the demography at the World Heritage property is undertaken; 2) alternative housing opportunities are provided in the Zanzibar Town (urban district) as planned by the Department of Housing and Settlements, 3) Awareness campaign on the good housekeeping (maintenance, do and don't) is undertaken in collaboration with the Shehas.

Empowerment of the Stone Town Conservation and Development Authority

- Enforce of “the Stone Town Conservation and Development Authority act of 2010” and in particular Part VI relating to financial provisions
- Officially launch the Heritage management plan and promote its dissemination and implementation.
- Increase of staff, in number and profile (architect, urban planner, archaeologist, etc..) and capacity reinforcement of the existing staff, necessary since the adoption of the 2010 act and the increase of responsibilities in STCDA
- Continue collaboration between key stakeholders.

³⁸ eg. SIDA project, NGO initiatives etc...

³⁹ Vienna Memorandum, 2005

⁴⁰ Vienna Memorandum, 2005

⁴¹ Vienna Memorandum, 2005

Collaboration between stakeholders

- Despite the good collaboration between the different stakeholders (meetings, exchanges of knowledge, awareness campaign, etc.), communications between main stakeholders (internationally, nationally and locally) could be improved. The mission recommends to:
- Strengthen the collaboration between STCDA and Wakf Trust Commission.
- Regularly invite other main stakeholders, such the Port Corporation, by the Board of Directors of the Stone Town Conservation and Development Authority to discuss management and conservation of the historic town.
- Disseminate the management plan.
- Collect information on different initiatives concerning the conservation and development in the World Heritage Property, in order to be able to report on the numerous efforts undertaken to conserve it.
- Organize more forums on the conservation and management of the World Heritage property, in particular at the scale of the neighborhood and in the collaboration with the Shehas to ensure that all stakeholders have their say in the management of the historic town.
- Diversify means of disseminating information using more informal dissemination in particular involving Shehas.

Communication with the World Heritage Centre

- According to the 2010 decision 34 COM 7B.54 and the 2006 Decision 31 COM 7B.54, the State Party is not sufficiently communicating with the World Heritage Centre on matters pertaining to the world Heritage site. The mission also observed that even positives actions, such as the development of management plan, were not reported to the World Heritage Centre.
- On this issue, the mission recalls the Operational Guidelines in particular paragraph 172 concerning Information received from States Parties and/or other sources. "The World Heritage Committee invites the States Parties to the Convention to inform the Committee, through the Secretariat, of their intention to undertake or to authorize in an area protected under the Convention major restorations or new constructions which may affect the outstanding universal value of the property. Notice should be given as soon as possible (for instance, before drafting basic documents for specific projects) and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the outstanding universal value of the property is fully preserved."
- The mission recommends that the State party send the final version of the revised statement of OUV to the World Heritage Centre for review.
- The mission also recommends that information concerning the development of commercial activities in the port, as well as the reorganization of the northern part are submitted for review. Conservation proposals for the House of Wonders also need to be submitted.

Interpretation and presentation of the criteria vi of Outstanding Universal Value

- Carry out further research, interpretation and presentation of the attributes that substantiate the inscription of the property under criteria vi which states "Zanzibar has great symbolic importance in the suppression of slavery, since it was one of the main slave-trading ports in East Africa and also the base from which its opponents such as David Livingstone conducted their campaign."
-

Information on major restorations or new constructions

- STCDA needs to regularly inform the World Heritage Centre on proposals for major conservation and development projects, according to paragraph 172 of the Operational Guidelines and that main stakeholders collaborate in transferring the required information to STCDA.

Tourism management

- Explore further the development of cultural tourism in the tourism development plan
- Moderate emphasis on the “upper class» tourism in order to ensure diversity in offers and variety of public use.
- Strive for the socio economical benefit of the inhabitants in the development of a tourism plan.

Traffic congestion

- Monitor traffic congestion.
- Enforce the agreed traffic plan.
- Moderate the displacement of administration offices to maintain the continuous role the historic city has played as an administrative center

Waste management

- Continue with efforts to address the issue of waste management

Building maintenance

- Establish current state of conservation of whole WHS with baseline surveys where needed
- Prioritise and identify a list of buildings in danger through a scoring system based on use, occupancy and ownership.
- Encourage repair through micro-credit and appropriate reuse to ensure their future protection and conservation,
- Undertake priority conservation works to stop the decay in endangered building
- Document all architectural elements of significance inside buildings including doors, court yards, staircases, hinges and ironmongery.
- Assess established monitoring programmes and incorporate them into a comprehensive system for monitoring the quality of conservation work
- Assess the quality of conservation work required for the WHS (including materials, techniques, workmanship and design)
- Undertake awareness and maintenance campaign
- Put in place proper financial mechanism for maintenance which could include, as planned in the management plan,:
- Create a trust fund to mobilize financial resources for maintenance and rehabilitation of buildings.
- Ensure Fiscal reapportionment and revenue collection at STCDA to sustain its actions and in particular the conservation works to stop the decay in endangered buildings
- Reapportionment of public revenues generated in Stone town
- Development of a micro-credit network in the Stone Town
-

Illegal constructions

- Undertake an awareness campaign on respectful construction directed to the middle class but also to the decision makers and upper class society.
- Enforce the 2010 act concerning illegal constructions (penalties)
- Strengthen the monitoring system through:
- Capacity building of STCDA staff on uses of GIS system
- Key indicators for monitoring conditions
- Maps summarizing the physical evolution through years
- Photographical records of the features through years (before works, project accepted by the building permit, after works)

Changes in the architectural details

- Reinforce capacity of the STCDA staff, in particular with a conservation architect
- Reinforce the awareness campaign on this issue

Electrical wire and high telecom masts

- Define alternative positions of telecom mast in consultation with concerned stakeholders
- Strengthen collaboration between bodies in charge of buildings to address the issue of electrical wire
- Undertake awareness campaigns on the negative visual impact and risk of disorganized electrical wires
-

Inadequate construction in the buffer zone

- Review mechanisms for regulation and control of the Buffer Zone with all stakeholders,
- Develop a decision making mechanism on conservation and development issues for the buffer zone between STCDA and ZMC.
- Promote inclusion of World Heritage issues in the wider working of the Council and external agencies who work within or impact upon the WHS, in particular concerning the building permits
- Consider the significance of the World Heritage property when a new town plan is prepared by the municipality.
- Develop a management strategy for the Buffer Zone in collaboration with STCDA
- Develop a strategy to control development in the buffer zone, in harmony with the historic environment.
- Promulgate new by-laws from the Local Authority that coincide with the guidelines of the STCDA
- Identify key views into, within and out of the WHS including skylines and panoramas, and ensure they are protected and enhanced as needed
- Finally the mission recommend the compliance with the §172 of the Operational Guidelines that the State Party submit information on any major conservation works in the buffer zone that may affect the WHS.

Rehabilitation of the port

- Implement the 3-5 years monitoring of the project and regularly report findings to relevant institutions

Mambo Msiige, proposal of construction of a hotel

Considering the importance of the Mambo Msiige and its close environment and in particular the adjacent open space on the sea front. The mission recommends that :

- No alteration or additions, either externally or internally are allowed on Mambo Msiige,
- Any building or addition shall be sited so that walls and facades facing onto streets and roofs are in line with Mambo Msiige
- The open space shall be kept in its integrality for public uses
- The compliance with “Zanzibar Stone Town Conservation Plan”, that is in line with the above recommendations.
- Any rehabilitation-construction that fails to attend theses recommendations would affect not only the Grade I building, but all the seafront and would affect the Outstanding Universal value of the property.
- Also, the mission would like to recall the paragraph 178 and 179 of the Operational guidelines for the Implementation of the World Heritage Convention, which states that a property can be inscribed on the List of World Heritage in Danger by the World Heritage Committee when it finds that the condition of the property correspond to the following:
 - a serious deterioration of architectural or town –planning coherence
 - a serious deterioration of urban space;
 - a significant loss of historical authenticity or
 - an important loss of cultural significance.
- Therefore, if the current proposed development is continued, the World Heritage Committee may consider inscribing the Stone Town of Zanzibar on the List of World Heritage in Danger if one of the above criteria is met.

- Finally it is recommended that all project proposal received are sent to the World Heritage Centre and ICOMOS for consideration and review prior to approval and implementation.

Mizingani road, Sea front improvement phase II

- Harmonise designs of future projects of refurbishment of open spaces to provide continuity and in consideration to existing and historic references. Concerning any planting, indigenous trees shall be preferred.

Environment

- Monitor the sea edge of the city

6. ANNEXES

Picture: Tea houses still standing



6.1. Terms of reference

WHC/ICOMOS reactive monitoring mission to Stone Town of Zanzibar 24-27 January 2011

Background

At its 34th session, the World Heritage Committee examined the state of conservation of **Stone Town of Zanzibar**. The main issues discussed were:

- 1) the Malindi port project which was already discussed at its 31st and 32 sessions, and for which an Environmental Impact Assessment was requested;
- 2) the planned Mizingani sea front project – Phase II for which Environmental Impact Assessment was prepared and submitted to World Heritage Centre on 02 June 2010 and subsequently transmitted to ICOMOS before the 34th session.

The Committee, after examining the overall situation of Stone Town, expressed great concern that the Malindi port project has been undertaken without details being provided to the World Heritage Centre, for review by the Advisory Bodies in line with paragraph 172 of the *Operational Guidelines*, and that no Environmental Impact Assessment has been undertaken or is clearly planned for this project. The Committee also requested the following to be undertaken:

- a) that the State Party puts in place as a matter of urgency a 3-5 years monitoring project for the port area as previously requested at its 32nd session;
- b) that the State Party finalizes the conservation and management plan addressing the ongoing challenges to decay of heritage fabric, traffic and tourism pressure;

In addition to the above issues, the World Heritage Centre has received in the past weeks through the press, information regarding the leasing of Mambo Msiige building on Forodhani beach, formerly used for government offices, to a hotel company Kempinski. These allegations state that an agreement was made with the hotel company for a period of 99 years and would include the rehabilitation/transformation of the buildings into hotels.

Mission Objective

The objective of the mission is to assess the property's state of conservation and in particular to review all issues raised by the Committee at its past sessions.

Terms of reference

A. In close collaboration with the Stone Town Conservation Office (and all concerned relevant institutions), the mission will:

- Visit the World Heritage property to assess the overall state of conservation including the buffer zone;
- Hold working sessions with relevant stakeholders in Zanzibar and in Dar-es-Salam (STCDA, Department of Antiquities, UNESCO Office, etc.), in order to discuss issues raised in Decision 34 COM 7B.54 taken by the World Heritage Committee at its 34th Session;
- Discuss with STCDA and relevant stakeholders such as Aga Khan the Mizingani project design so that ICOMOS suggestions for modification are considered when proceeding to the detailed design stage.
- Finalize with STCDA, the draft Statement of OUV which ICOMOS reviewed;

C. The mission expert will prepare a mission report which will be examined at the 35th session of the World Heritage Committee. ICOMOS will prepare the first draft of the report which will be complemented by World Heritage Centre if necessary.

6.2. Draft Itinerary and programme

PROGRAMME FOR WORLD HERITAGE CENTRE-ICOMOS MISSION TO STONE TOWN OF ZANZIBAR FROM 24TH JANUARY- 28TH JANUARY 2011

Day 1 (23/01/2011)

Arrival to Zanzibar Airport at 10:00 AM (Flight KQ6715 – PRECISION AIR)
Mrs. Bakorina RAKOTOMAMONJY, ICOMOS Representative

Day 2 (24/01/2011)

09:00 Meeting with Director General and initial site visit
11:00 Meeting with STCDA Board of Directors
13:00 Lunch Time
14:00 Meeting with Zanzibar Municipal Council
15:30 Zanzibar Heritage Society

Day 3 (25/01/2011)

09:00 Site visit (Port, Forodhani park, Mzingani project, Forodhani square/Mambo Msiige, etc.

Day 4 (26/01/2011)

09:00 Meeting with Minister, Principal Secretary, Deputy Principal Secretary and Ministry of Lands, Settlements, Water and Energy.
11:00 Meeting with Wakf Trust Commission/ Port Corporation
12:00 Meeting with Directors of Department of Housing and Settlements
13:00 Lunch Time
14:00 Meeting with Directors of Antiquities and Archives

Day 5 (27/01/2011)

09:00 Debriefing meeting with STCDA and Site visit
11:30 Meeting Top Official (Government)
13:00 Lunch Time
14:00 Meeting with Director of Tourism
16:00 Departure to Dar-Es-Salam (by boat) / Welcome by UNESCO Dar-Es-Salaam

Day 5 (28/01/2011)

8:00 Meeting with Mrs Vibeke Jensen, UNESCO Representative in Tanzania, and Adele Nibona (Programme Specialist for Culture at UNESCO dar-Es-Salam)
10:30 Meeting with Donatius Kamamba, Director of Antiquities of Tanzania and Mrs Eliwasa Maro (Department of Antiquities)
14:00 Return to Zanzibar

6.3. Executed Itinerary and programme

PROGRAMME FOR WORLD HERITAGE CENTRE-ICOMOS MISSION TO STONE TOWN OF ZANZIBAR FROM 24TH JANUARY- 28TH JANUARY 2011

Day 1 (23/01/2011)

10.00 Arrival to Zanzibar Airport (Flight KQ6715 – PRECISION AIR)
 12.00 – 16.00 Initial site visit
 16.00 – 18.00 Documentation
 19.00 – 20.00 Debriefing with Director of STCDA on the programme of the mission

Day 2 (Monday 24/01/2011)

09.00 – 14.30 Meeting with Director General , STCDA staff and site visit (Port, Forodhani park, Mzingani project, etc..
 14.30 – 15.00 Lunch Time
 15.00 – 18.00 **Documentation**

Day 3 (Tuesday 25/01/2011)

09.00 – 10.00 Presentation on the STCDA organisation and monitoring system
 10.00 – 11.00 Meeting with STCDA Board of Directors
 11.00 – 12.00 Meeting with Zanzibar Municipal Council
 12.00 – 13.00 Visit of Mambo Msiige
 13.00 – 14.00 Lunch Time
 14.00 – 15.00 Meeting with Zanzibar Heritage Society and Director of Tourism
 15.00 – 18.00 **Documentation**

Day 4 (Wednesday 26/01/2011)

09.30 – 10.30 Meeting with Principal Secretary, Deputy Principal Secretary and Ministry of Lands, Settlements, Water and Energy.
 10.30 – 11.30 Meeting with Wakf Trust Commission
 11.30 – 12.30 Meeting with Directors of Department of Housing and Settlements
 12.30 – 14.00 Lunch Time
 14.00 – 15.00 Meeting with Directors of Antiquities and Archives
 15.00 – 18.00 **Documentation**

Day 5 (Thursday 27/01/2011)

09.30 – 10.30 Meeting with the Port Corporation
 10.30 – 12.30 Debriefing meeting with STCDA
 12.30 – 14.00 Lunch Time
 15:00 Departure to Dar-Es-Salam (by boat) / Welcome by UNESCO Dar-Es-Salaam

Day 5 (Friday 28/01/2011)

08.00 – 09.00 Meeting with Mrs Vibeke Jensen, UNESCO Representative in Tanzania, and Adele Nibona (Programme Specialist for Culture at UNESCO dar-Es-Salam)
 09.30 – 10.00 Meeting with Unesco National commission
 10.30 – 12.00 Meeting with, Department of Antiquities of Tanzania Mr.Felix Ndunguru and Mrs Eliwasa Maro
 12.30 – 15.00 Return to Zanzibar

Day 6 (Saturday 29/01/2011)

09.00 – 15.00 site visit

Day 8 (Monday 31/01/2011)

08.30 – 09.30 Debriefing meeting with STCDA

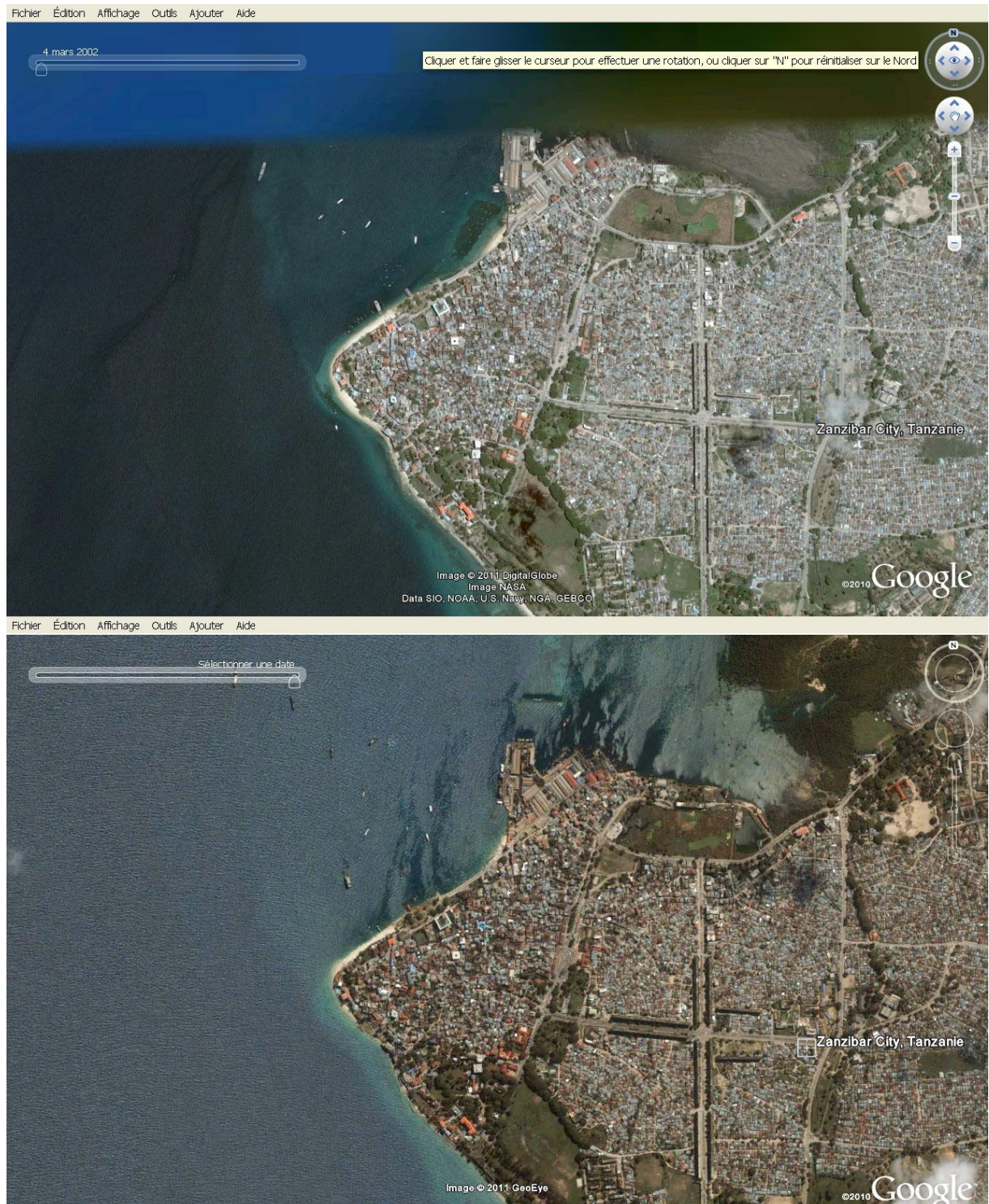
09.30 – 10.30 Site visit and monitoring with the Municipal Council and STCDA

6.4. Composition of mission team

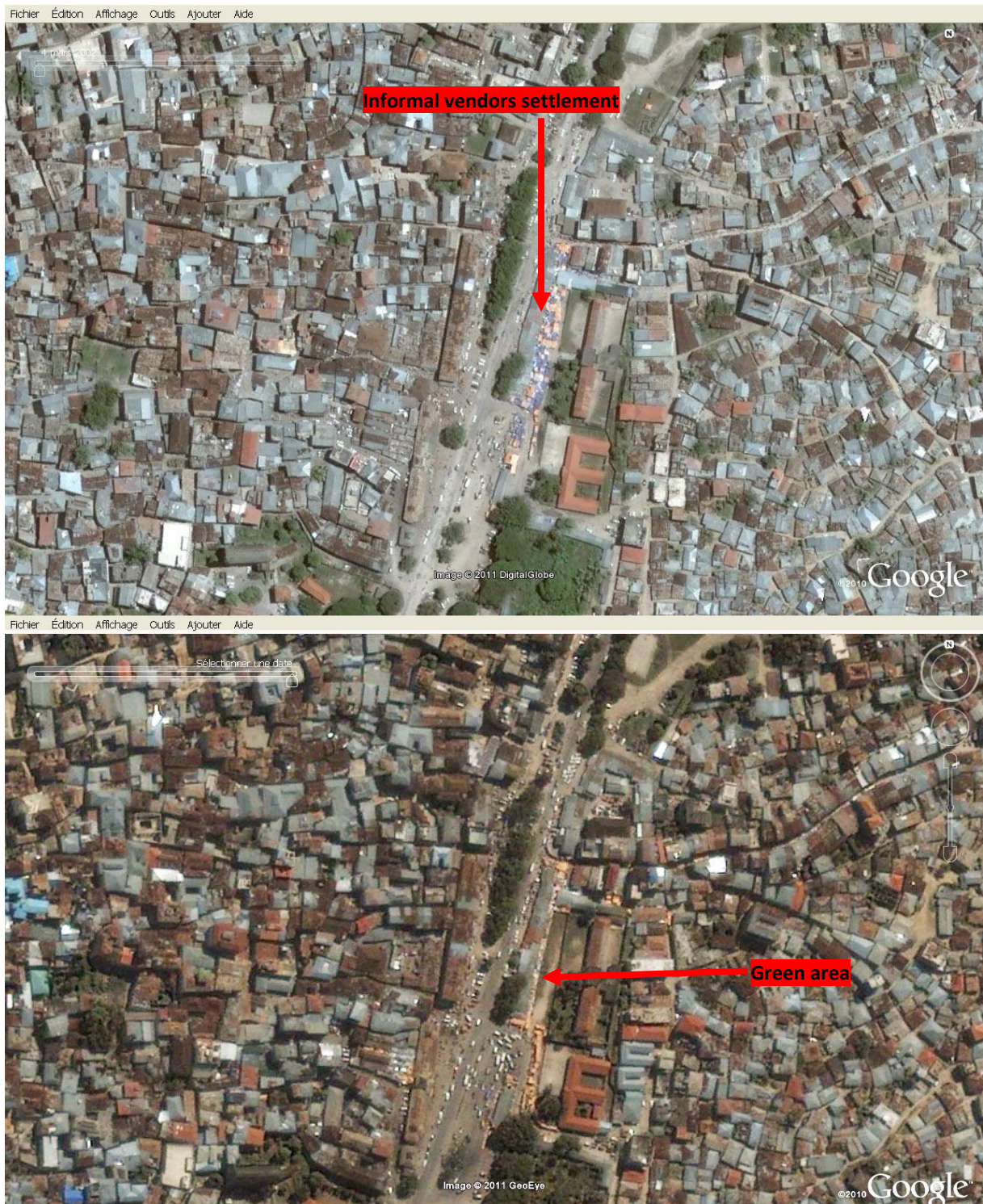
The team was composed by one representative of ICOMOS, Miss Rakotomamonjy Bakonirina

6.5. Maps

A close looking at aerial view (quality map is available in electronic version) allow observation of the evolution of the urban setting since 2002 until 2011. The town has generally maintained its urban setting that was recognized exceptional in 2000.



A close looking at the darajani aerial view, allows observation of positive evolution on management of open spaces. Numerous vendors observable in 2002 have been displaced to create a garden (see centre of the photos the orange and blue roof of informal vendors settlement)



A close looking at the Port aerial view, allows observation of some changes (demolished building) highlighted in red below.

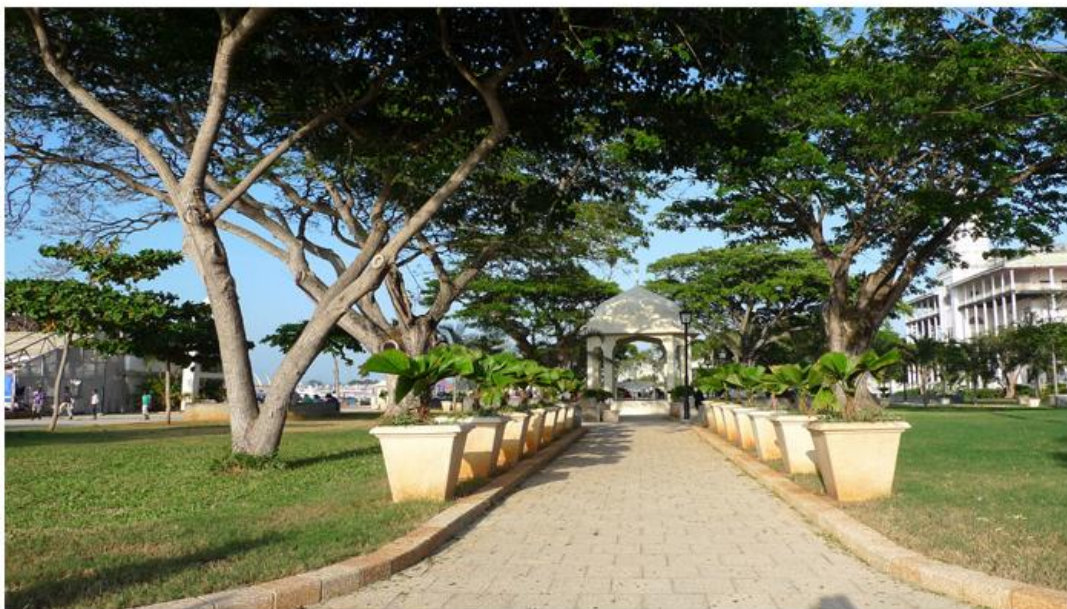


A close looking at the Shangani aerial view, allows observation of the fact that no major urban changes has occurred between 2002 and 2011.



6.6. Photographs

Result of conservation works in Forodhani Garden. Picture from the AKTC in 1996 and today



Result of conservation works in Forodhani Garden. Picture from the AKTC in 1996 and today



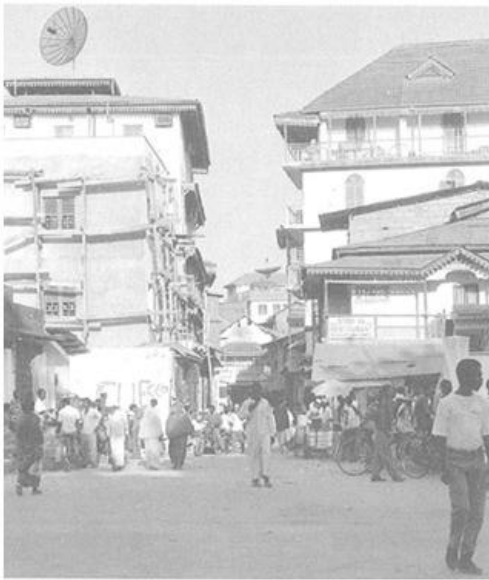
Result of conservation works in Darajani market Picture from the AKTC in the early 1900, in 1996 and today. Although some architectural details have been lost, better drainage around the site has clearly improved the situation.



An early view of the Seyyidib Market designed by J. H. Sinclair and opened on 12 August 1901. (From the Rogers Collection, Royal Commonwealth Society Library. By permission of the Syndics of Cambridge University Library, Cambridge.)



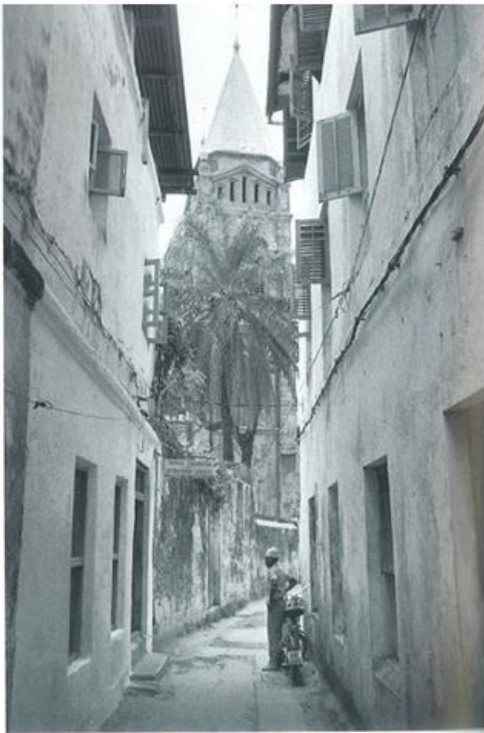
Result of good maintenance in Darajani area, picture from AKTC in 1996 and today. No major changes on the architectural features are observable and commercial activities are still vivid.



Result of good maintenance in Banyan area, picture from AKTC in 1996 and today. Sea front has been maintained, however a temporary construction have been installed next to the Banyan tree.



View of the Roman church, where maintenance activities have been undertaken on the roof.



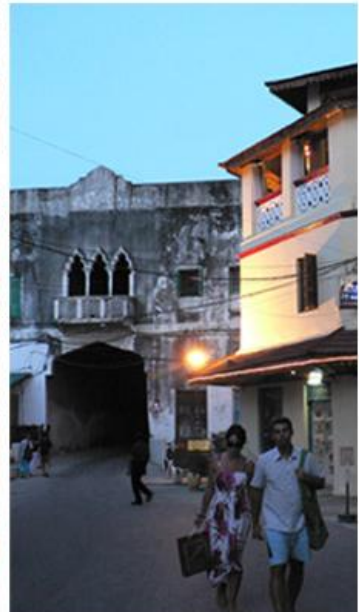
Result of conservation works on the Old Dispensary, Picture from the AKTC in 1996 and today.



Site presentation and visitor services in the Anglican Church, the House of wonders, and the Fort.



Views of the lively world heritage site.



Views of Mambo Msiige and its adjacent plots, still vacant in 2011



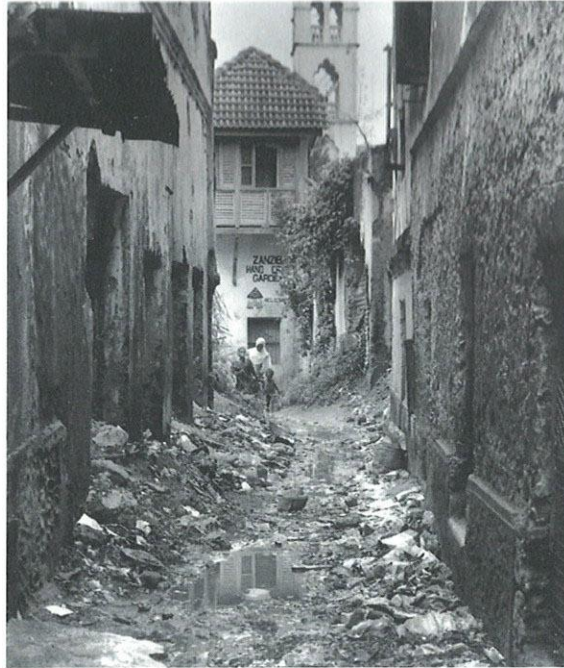
Issues affecting the world heritage site: partial collapse, telecom mast, decay, inadequate construction



Views of the port and its development (important number of container), remaining wall of the dismantled heritage feature.



Picture from AKCT in 1996, reminding the waste management issues in these days



Many streets remain littered with rubble and trash, reflecting the insufficient resources available to keep the Stone Town clean.



Collectors gather rubbish into small handcarts in the narrow streets of the Stone Town.

Conservation works undertaken using traditional material and techniques, in 2011



Earlier view of the Municipal council (Grade I building) and picture taken in 2011, witnessing fairly good maintenance of the facade



Photo of activities undertaken during the mission Photo of activities undertaken during the mission



6.7. 2010 act

6.8. 1994 act

6.9. Heritage management plan

610. Review statement of OUV

Stone Town of Zanzibar, United Republic of Tanzania (173 rev)

Statement of Outstanding Universal Value (SOUV)

Date of Inscription: 2000

Criteria: ii, iii, vi

Date of SOUV: 2010

Synthesis

Located on a promontory jutting out from the western side of Unguja island into the Indian Ocean, the Stone Town of Zanzibar is an outstanding example of a Swahili trading town. This type of town developed on the coast of East Africa under Arab, Indian, and European influences, but retained its indigenous elements, to form an urban cultural unit unique to this region.

The Stone Town of Zanzibar retains its urban fabric and townscape virtually intact and contains many fine buildings that reflect its particular culture, which has brought together and homogenized disparate elements of the cultures of Africa, the Arab region, India, and Europe over more than a millennium.

The buildings of the Stone Town, executed principally in coralline ragstone and mangrove timber, set in a thick lime mortar and then plastered and lime-washed, reflect a complex fusion of Swahili, Indian, Arab and European influences in building traditions and town planning.. The two storey houses with long narrow rooms disposed round an open courtyard, reached through a narrow corridor are distinguished externally by elaborately carved double 'Zanzibar' doors, and some by wide vernadachs, and by richly decorated interiors.

The major buildings date from the 18th and 19th centuries and include⁴² the Old Fort, built on the site of an earlier Portuguese church; the large house built by Sultan Barghash; the Old Dispensary; St. Joseph's Roman Catholic Cathedral; Christ Church Anglican Cathedral commemorating the work of David Livingston in abolishing the slave trade and built on the site of the last slave market; the residence of the slave trader Tippu Tip; the Malindi Bamnara Mosque; the Jamat Khan built for the Ismaili sect; the Royal Cemetery; the Hamamni and other Persian baths. Together with the narrow, winding street pattern, large mansions facing the seafront and open spaces these buildings form an exceptional urban settlement reflecting the longstanding trading activity between the African and Asian seaboard. In particular the Stone town's importance is marked by it being the site where slave-trading was finally terminated.

Criteria 1997/99

Criterion (ii)

The Stone Town of Zanzibar is an outstanding material manifestation of cultural fusion and harmonization.

Criterion (iii)

For many centuries there was intense seaborne trading activity between Asia and Africa, and this is illustrated in an exceptional manner by the architecture and urban structure of the Stone Town.

Criterion (vi)

Zanzibar has great symbolic importance in the suppression of slavery, since it was one of the main slave-trading ports in East Africa and also the base from which its opponents, such as David Livingstone, conducted their campaign.

Integrity (2010)

The individual buildings in the Stone town manifest through their structure, construction materials and techniques the interchange and influence of the different cultures around the Indian Ocean rim. The outstanding universal value of the property resides in the character of the assemblage of buildings, the layout of the Town including the relationship of buildings to the open spaces, streets, roads and gardens, the character of the littoral edge viewed from the sea, and the nature of access to the sea

⁴² ICOMOS Evaluation 1999.

from the land. These are all still intact but the buildings are vulnerable to deterioration and the visual aspect from the sea is vulnerable to inappropriate port development. Work on the Malindi Port development project, including the loss of two historic warehouses, and erection of 1 new, inappropriately scaled and designed port facilities without prior approval has created a minor (2 building of 1927 amongst almost 1800) threat to the integrity of the property.

The property boundary coincides with the boundary of the Urban Conservation Area including the port area to the north, bounded by beaches along the north-west and south-west, open areas to the east and older part of Darajani Street. The buffer zone is composed by “the area between the Creek and Michenzani Roads to the east (84.79 hectares) and all the sea area (6,200 hectares) to the extent of the Port of Zanzibar according to the Port decree of 1959 which was also recognized by the Port Authority Act of 1997 [...] deposited at the Department of Survey and Urban Planning

Authenticity (2010)

The ensemble of the town largely preserves its historic urban fabric and landscape. The buildings, their uses, and the layout of the streets continue to express the interchange of human values around the Indian Ocean rim. The materials and the skills of construction used in the town are still widely used in the Zanzibar archipelago and the Swahili coastal zone. The local artisans are competent in both the traditional building techniques and the skills needed to produce quality construction materials, namely laterite-sand, lime and coral stone. Traditional materials and construction techniques are still being employed to a large extent, though there is growing competition from modern materials, designs, and techniques. The continuity of traditional uses of most of the buildings in the historic town as residential and commercial space maintains the town as an important administrative and economic centre of the archipelago. The authenticity of the setting of the Town is vulnerable to the inappropriate scale and design of new development around the port.

Management and protection necessary to sustain OUV (2010)

Cultural property in the Zanzibar archipelago is protected under the “Ancient Monuments Act” of 1948. This legal framework protects individual monuments and sites listed within the Act. Responsibility for the monitoring and management of these monuments falls within the jurisdiction of the Department of Archives, Monuments and Museums. The Stone Town has also been protected as a conservation area since 1985, under the Town and Country Planning Act of 1955. As such, its values, boundaries and features have been further protected by the Stone Town Conservation and Development Act of 1994 and the associated Master Plan which specifies actions and strategies to be taken to safeguard, conserve and develop the values of the Stone Town. With this new legal framework, the Stone Town Conservation and Development Authority (STCDA) was created and given a full mandate to coordinate and supervise the Master Plan. Many buildings of the Stone Town are also protected by other institutions such as the Department of Housing and Human Settlement and the Commission of Waqf. A Management Plan for the property was prepared by the STCDA in consultation with all stakeholders, in 2008, with the stated vision to: “protect and enhance the Stone Town cultural heritage leading to it being well preserved as a sustainable human settlement supportive of its cultural diversity and maintaining its Outstanding Universal Values”.⁴³

The Stone Town is not only a historic living town but also a commercial and socio-cultural centre of the Zanzibar Archipelago. As such, the property is subject to the pressure of development, manifested through traffic problems, rapid changes of land uses and the lack and high expense of accommodation inside the Stone Town. Tourist development since 1990 is an important factor in the development pressure on the town. However absence of a clear policy on cultural tourism and the lack of a strategy on how to accommodate tourism development could result in random development that could threaten its Outstanding Universal Value.

The management system set out in the Management Plan (2007), produced by the STCDA will it is anticipated begin to mitigate these pressures.

⁴³ State Party's SoC report 2010.

Overall an integrated and sustainable conservation approach is needed in order to develop practical sustainable management strategies to ensure that overall coherence of the town and its highly distinctive town planning, architecture and traditional methods and materials of construction are sustained.

6.11. Tourism policy

6.12. World Heritage centre courier
