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POUR L'EDUCATION, LA SCIENCE ET LA CULTURE

CONVENTION CONCERNING THE PROTECTION OF THE WORLD
CULTURAL AND NATURAL HERITAGE

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World Heritage List and/or on the List of World Heritage in Danger.

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Liste du patrimoine mondial et/ou sur la Liste du patrimoine mondial en péril

MISSION REPORT / RAPPORT DE MISSION

Tombs of Buganda Kings at Kasubi (Uganda) (C1022)/ Tombes des rois du
Buganda à Kasubi (Ouganda) (C 1022)

2-5 April 2012/2-5 avril 2012

This mission report should be read in conjunction with Document:
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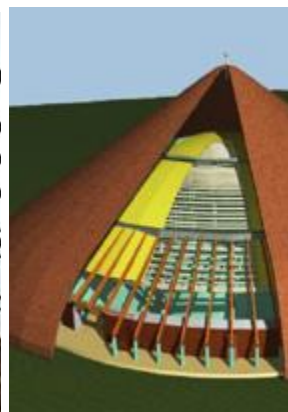
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International Council on
Monuments and Sites
Conseil International
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Report on the Joint ICOMOS/ICCROM Reactive Monitoring Mission **Tombs of Buganda Kings at Kasubi (Uganda)** **2 – 5 April 2012**



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Ms Pamela Batenga, Principal Culture Officer

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Consultants

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EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The joint ICOMOS-ICCROM Reactive Monitoring Mission was carried out in response to the request made by the World Heritage Committee at its 35th session (See Annexure 6.1 – Decision 35 COM 7A.17) to assess the state of conservation of the World Heritage property and to evaluate the progress made in the implementation of the corrective measures adopted by the World Heritage Committee.

Following the Terms of Reference for the joint Mission (See Chapter 1.5 below), the Mission Report notes that:

A State of Conservation

- The values for which the site were inscribed are being maintained during the very complex Reconstruction process and there is steady progress in the implementation of the adopted corrective measures for removing the site from the List of World Heritage in Danger (adopted in Decision 35 COM 7A-17) - however the property must remain on the List until all criteria are met.
- There is a general and steady increase in vitality and the overall state of conservation of the site.
- The appropriate conservation of those components and attributes of the site that have been identified in earlier missions, as well as the interpretation and presentation of the site, must be addressed.

B Progress on corrective measures

- In terms of the Research Project on Traditional Ganda architecture there has been positive progress, but research should be increased, deepened and systematised.
- The project-coordinator for the reconstruction is well in charge of the project and must receive the utmost support to achieve what may be a satisfactory outcome. The Revised Reconstruction Strategy for the Reconstruction of the *Muzibu-Azaala-Mpanga* is increasingly informed by the Wamala project as well as the documentation of traditional practices related to the construction and maintenance of traditional Ganda architecture - the experimentation and documentation process needs to be intensified, deepened and systematised, for which additional support and capacity building is required.
- A Master Plan for the World Heritage property must be drafted urgently to direct positive development of the property, assist the conversion of contemporary structures to have a more appropriate architectural response, integrate the property in a robust urban environment and enhance its integrity, implement measures to stop encroachment on the property. The Buffer Zone needs to be formalized through legislation and promulgated bylaws and development guidelines.
- A detailed Risk Management Strategy must be drafted and implemented. The procurement of the fire detection and extinguishing system is on the critical path of the Reconstruction Strategy and must be prioritised – the site is currently vulnerable and an appropriate interim system and trained staff must be in place.
- A Capacity Building Strategy must be drafted for all aspects of the reconstruction and future maintenance of the property, including a larger resource management perspective and partnerships with local and external institutions are suggested.
- There is a positive improvement of the role and profile of custodians and craftsmen in relation to their knowledge of traditional practices which should be consolidated and supported in further site management and training

In summation, the mission has come to the conclusion that the concerted effort to regain the authenticity and integrity of the material culture lost as a result of the fire, the emphasis that has been placed on the importance of intangible aspects of the heritage place, the increase in vitality of

the site, the progress made in capacity building of traditional craftsmen, the increase in status of the custodians and the steady progress on the Reconstruction Project, augers well for the site to be taken off the List of World Heritage Sites in Danger in the future when all the adopted corrective measures and recommendations presented in this report are adhered to.

1 Background to the Mission

1.1 Inscription history

The Tombs of the Buganda Kings at Kasubi (Ref 1022) were inscribed on the World Heritage List in 2001 (Decision 25COM X.A). After the destruction of a portion of the site by fire on 16th March 2010, the site was placed on the List of World Heritage in Danger by the World Heritage Committee (Decision 34 COM 7B.53) during its 34th session, in Brazil in July 2010.

1.2 Criteria and World Heritage Values

In 2001 the Committee inscribed the Tombs of Buganda Kings at Kasubi on the World Heritage List under criteria (i), (iii), (iv), and (vi):

Criterion (i): The Kasubi Tombs site is a masterpiece of human creativity both in its conception and in its execution.

Criterion (iii): The Kasubi Tombs site bears eloquent witness to the living cultural traditions of the Baganda.

Criterion (iv): The spatial organization of the Kasubi Tombs site represents the best extant example of a Buganda palace/architectural ensemble. Built in the finest traditions of Ganda architecture and palace design, it reflects technical achievements developed over many centuries.

Criterion (vi): The built and natural elements of the Kasubi Tombs site are charged with historical, traditional, and spiritual values. It is a major spiritual centre for the Baganda and is the most active religious place in the kingdom.

The Committee noted that the site combines the historical and spiritual values of a nation. It was a specific achievement of the November 2010 Joint Monitoring Mission to elevate recognition of the intangible dimension of the Kasubi heritage site, and to indicate that this dimension influences every decision made regarding the reconstruction of the material remains, and that deliberations on the property must bear witness to this reality.

1.3 Retrospective Statement of Outstanding Universal Value

A retrospective Statement of Outstanding Universal Value for the World Heritage property “Tombs of Buganda Kings at Kasubi” (Uganda) was adopted by the World Heritage Committee at its 34th session (Brasilia, Brazil, 25 July to 3 August 2010), and additional statements, made by the State party regarding the Integrity and Authenticity of the site, are included.

Retrospective Statement of Outstanding Universal Value (2010 – 34 Com-8E))

“The Tombs of Buganda Kings constitute a site embracing 26.8 hectares of Kasubi hillside within Kampala City.

The site is the major spiritual centre for the Baganda where traditional and cultural practices have been preserved. The Kasubi Tombs are the most active religious place in the kingdom, where rituals are frequently performed. Its place as the burial ground for the previous four kings (Kabakas) qualifies it as a religious centre for the royal family, a place where the Kabaka and his

representatives carry out important rituals related to Buganda culture. The site represents a place where communication links with the spiritual world are maintained.

Its spatial organization, starting from the border of the site marked with the traditional bark cloth trees, leading through the gatehouse, the main courtyard, and culminating in the large thatched building, housing the tombs of the four Kabakas, represents the best existing example of a Buganda palace/burial site.

At its core on the hilltop is the main tomb building, locally referred to as the “*Muzibu-Azaala-Mpanga*” which is a masterpiece of architecture. A tomb building has been in existence since the 13th century. The latest building was the former palace of the *Kabakas* of Buganda, built in 1882 and converted into the royal burial ground in 1884. Four royal tombs now lie within the *Muzibu-Azaala-Mpanga*.

The main tomb building, which is circular and surmounted by a dome, is a major example of an architectural achievement that was raised using vegetal materials only: wooden poles, spear grass, reeds and wattle. Its unusual scale and outstanding details bear witness to the creative genius of the Baganda and as a masterpiece of form and craftsmanship, is an exceptional surviving example of an architectural style developed by the powerful Buganda Kingdom since the 13th Century.

The built and natural elements of the Kasubi Tombs site are charged with historical, traditional, and spiritual values. The site is the most active religious place in the kingdom. The structures and the traditional practices that are associated with the site are one of the exceptional representations of the African culture that depict a continuity of a living tradition. The site main significance lies in its intangible values of beliefs, spirituality, continuity and identity of the Baganda. The site serves as an important historical and cultural symbol for Uganda and East Africa as a whole. “

Integrity (2010)

“The boundary of the land on which the tombs are located is clearly marked with the traditional bark cloth tree (*Ficus natalensis*) and coincides with the 1882 traditional boundary. The live markers have been useful in keeping away land encroachers for housing construction and other developments, thus maintaining the original land size. The architectural palace design that comprises the placement of the buildings, and tombs/grave yards of members of the royal family around the *Muzibu-Azaala-Mpanga* reflecting the traditional palace structure is still being maintained in its original ensemble.

Although the recent fire tragedy, that destroyed the main tomb building, means that one key attribute is now missing, the cultural traditions associated with building in poles, spear grass, reeds and wattle are still vibrant and will allow the recreation of this tomb building.

The other traditional structures are still in place and the key attributes related to traditional ceremonial and religious practices and land tenure and land use practices are still being maintained. “

Authenticity (2010)

“The authenticity of the Tombs of the Kings of Buganda at Kasubi is reflected in the continuity of the traditional and cultural practices that are associated with the site. The original burial system of the *Kabakas* of Buganda is still being maintained. The placement of *Muzibu-Azaala-Mpanga* in the middle of other buildings around the large central courtyard (*Olugya*), with a forecourt containing the drum house and entry gatehouse, is a typical ensemble of the *Buganda* Kingdom palace. The practice of using grass thatched roof resting on structural rings of palm tree fronds is still being maintained as well as the internal elements and finishing materials such as the long wooden poles wrapped in bark cloth decoration. Although the authenticity of the site has been weakened by the loss to the fire of the main tomb structure, the traditional architectural craftsmanship and the required skills are still available to allow it to be recreated. This factor,

coupled with the extensive documentation of the building, will allow an authentic renewal of attributes. “

Review of the Retrospective Statement of Outstanding Universal Value and reflections on integrity and authenticity

The mission team would like to suggest that if the Statement of Outstanding Universal Value is revised, consideration is given to acknowledge the catastrophe of 2009 and indicate the fact that the *Muzibu-Azaala-Mpanga* is undergoing a process of reconstruction that has as a core value the retention and continuation of the integrity and authenticity of its tangible and intangible attributes. The team would further like to suggest that the SOUV be reviewed to more accurately reflect the evolutionary nature of the site, to acknowledge that the *Muzibu-Azaala-Mpanga* itself is a diachronically layered example of the archetypal tomb typology that contains traditional as well as more contemporary building materials and construction details that have been sanctioned in the traditional typology, and that portray the richness of its history, and that the site similarly comprises of traditional and more contemporary buildings that reflect the evolution of the royal tombs site over time.

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

Between 8 and 11 November 2010, a joint World Heritage Centre/ICOMOS/ICCROM reactive monitoring mission visited the property to advise stakeholders on the overall reconstruction of the *Muzibu-Azaala-Mpanga* to, in collaboration with the State Party, define a Desired State of Conservation (DSOC) for the removal of the property from the List of World Heritage in Danger, the corrective measures and an implementation timeframe to achieve the DSOC.

On 21 February 2011, the State Party submitted a State of Conservation report in response to the recommendations of the World Heritage Committee at its 34th Session in Brazil, and on the 30th March 2011 it submitted a *Revised Reconstruction Strategy*.

At its 35th Session (UNESCO, 2011) the World Heritage Committee decided (Decision 35 COM 7A.17) that a Joint ICCROM/ICOMOS Reactive Monitoring Mission be sent to Kasubi to report on the State of conservation of the property, as well as progress made in various items related to the reconstruction of the *Muzibu-Azaala-Mpanga*.

This Joint Mission was in effect one of two closely aligned Missions:

- a) An interim UNESCO Reactive Monitoring Mission (Aug 2011) and
- b) A Joint ICCROM/ICOMOS Reactive Monitoring Mission (April 2012).

In August 2011, the interim UNESCO Reactive Monitoring Mission visited Kasubi, to assess progress made in the preparation of the reconstruction of *Muzibu-Azaala-Mpanga* and identify with both the National Government and the Buganda Kingdom, areas that could form part of the UNESCO-Japan support.

In November 2011, the UNESCO-Japan technical team visited Kasubi to produce on-site technical observations, to interview the community, and to investigate and make proposals for the final decision concerning the disaster risk management of the site and the reconstruction works of the *Muzibu-Azaala-Mpanga*.

This ICCROM/ICOMOS Joint Reactive Monitoring Mission Report reports on the State of Conservation, events and progress on the reconstruction of the *Muzibu-Azaala-Mpanga*, from the time of the last joint UNESCO/ICCROM/ICOMOS Reactive Monitoring Mission that occurred in November 2010.

1.5 Justification of the mission

(Terms of Reference in Annex 6.1, Programme in Annex 6.2 and composition of mission team provided in Annex 6.3)

After the November 2010 Joint Reactive monitoring Mission the indicators for removing the site from the List of World Heritage Properties in Danger was clear. The main problems or deficiencies in the management of the site were also indicated. The first draft of the *Reconstruction Strategy* (2010) for the *Muzibu-Azaala-Mpanga* clearly indicated that there were aspects of traditional craftsmanship and architectural design that had to be retrieved, re-learned or revived, and were incorporated in the Revised Reconstruction Strategy (2011). The timely decision by the World Heritage Committee to request for research on traditional Ganda architecture to be integrated in the reconstruction process, and for the development of a Risk Management Strategy, a Capacity Building Strategy as well as a Master Plan, necessitated further Joint Reactive Monitoring Missions to support these activities.

As the August 2010 UNESCO Mission had no ICOMOS/ICCROM representation, and happened just before the visit of the joint UNESCO-Japan Technical Mission investigation on the reconstruction and disaster risk management for the site, the need for a joint ICCROM/ICOMOS Mission was indicated.

1.6 Activities of the Mission

Sunday 1 April

* The Mission team members travelled towards Kampala and were briefed by Mr Remigius Kigongo, recently appointed Site Manager for the Kasubi World Heritage property (as well as being Conservator, Sites and Monuments of the Department of Museums and Monuments).

Monday 2 April

* The team pays a courtesy visit at Mr. Augustine Omare-Okurut, Secretary General of the Uganda National Commission for UNESCO at the UNATCOM offices – he is made aware of new issues flowing from the UNESCO-Japan Technical Report. The Secretary General stresses the need for a good information campaign on the progress made on the Reconstruction to release public pressure.

* The team pays a courtesy call to Owek. John Baptist Walusimbi, the *Kattikiro* of the Baganda Kingdom at the Bulange Mengo. The *Kattikiro* likewise stresses the continued pressure for action on the reconstruction to materialize in visible results. Additionally, the need for a bio-diversity management strategy to secure traditional building products, as well as a sound environment, is stressed. The architect provides a run-down of achievements so far, and problems faced in the process. The mission endorses the current time taken for research and gaining knowledge on traditional architecture – this research project needs to be elevated to a national level, with the World Heritage property as its focal point, but linked to other sites as a learning site. The need for the promotion of a Qualifying Framework for craftsmen and the drafting of quality standards for traditional building crafts, are also stressed. The Mission again stressed the need for better site interpretation and information on the reconstruction to be installed on site. The team is given a free hand to inspect all and call on the services from the Kingdom to facilitate the Mission.

* The team pays a courtesy call to Hon. Ephraim Kamuntu, Minister of Tourism, Wildlife and Heritage at the Ministry Offices – the Minister is also briefed on new issues from the recent UNESCO-Japan Technical Report. The Minister stresses his commitment to heritage conservation and to manage the balance between progress and change. He reminds of the 2 Billion Ugandan Shilling that Government earmarked for Kasubi, stresses the need for progress and successes, and reminds all that while the current processes are understood, there must be action in order to retain the earmarked funds in the national budget year after year. He mutes the idea of heritage sites becoming community museums, linked to the National Museum as well as the World Heritage site (Kasubi). He invites the team to give a straightforward report of the positive and negative aspects of the work being done at Kasubi, and hopes that the country can export best practice on conservation of traditional heritage, and

Treasurer Kamuntu asked that it be stated clearly where the country stands in the reconstruction process. The team stressed the need for integrated management of natural resources (and biodiversity management) needed in traditional architecture and at Kasubi and Wamala, as well as the need to be proactive with the urban and legislative aspects relating to sound and integrated management of the Buffer Zone of Kasubi.

* The Mission team uses the rest of the day for investigation of documents and discussion.

Tuesday 3 April

* The team conducts a site visit to the 'Tombs of Buganda Kings at Kasubi' World Heritage site with the Site Manager Mr Kigongo and the architect for the Reconstruction of the Tombs, Mr Nsubuga.

* The team conducts a site visit to the Wamala tombs with Commissioner Mwanja, Principal Officer Matenga, *Nalinnya* Tebattagwabwe and Mr Kayima, Head of the Royal Clans.

* The Mission team has an evening working session to assimilate data and site assessments.

Wednesday 4 April

* The team has a working meeting with the National Technical Committee at the Uganda Museum – the Revised Reconstruction Strategy (2011), the August 2011 Mission Report, the UNESCO-Japan Technical Report 2012 (just arrived), the January 2012 State of Conservation Report and the March 2012 *Status Report* are the most important documents at hand for the Agenda.

* The afternoon is used for a working meeting with Buganda Technical Committee at the Uganda Museum – the work of Structural Engineer Mr Michael Nsereko, and the Mechanical/Electrical Engineer Mr Sam Sentongo are interrogated in relation to the assessment of issues from the site visit at Wamala as well as the recommendations of the UNESCO-Japanese Technical Report (2012).

* The mission team has an evening working session to write a preliminary statement for the authorities.

Thursday 5 April

* Due to an engagement in the north of the country the Minister of Tourism, Wildlife and Heritage had to cancel the planned debriefing session for the Minister. The Mission team used this opportunity for a working session to start on the Mission Report, and for retrieval of any outstanding documents/comments/interviews.

* In the afternoon the Mission team debriefed the *Katikkiro* of the Buganda Kingdom.

The Mission team met to discuss pertinent issues of the Report before the departure of Ms Lisitzin (ICROM).

Friday 6 April

* Departure of Prof Bakker (ICOMOS)



The Mission team is greeted by a custodian, the Site Manager Mr Remigius Kigongo and the Head *Nalinnya* Of the Royal Clans Mr M Kayima, at the site entrance.



The Mission team meets architect J Msubungu, Mr K David and Mr M Kayima, Head of the Royal Clans of the Buganda.



The Mission team meets Mr Kawooya, the senior thatcher of Kasubi, his son and another thatcher.



The Mission team has a private moment with the *Nalinnya* Tebattagwabwe about her experience of new management initiatives and the status and role of the custodians.



The Mission team with Comm. Mwanja of Museums, and Monuments, Principal Culture Officer Ms Matenga, Mr Kayima and the site custodians of the Wamala Tomb in the background.



The Mission team and Comm. Mwanja of Museums and Monuments, at the debriefing session for the *Katikiro* Walusimbi and his 1st Deputy Amb. Ssendaula.

2 National Policy for the Preservation and Management of the World Heritage property

2.1. Protected area legislation

Following the restoration of kingdoms in 1993, the Kasubi tomb site was returned to the King of Buganda, who is the private legal owner of the site, as trustee for the Buganda Kingdom (see Restitution of Assets and Properties Act Cap.247).

Managed by the Buganda Kingdom, the property was gazetted as a National monument with the Department of Antiquities and Museums under Statutory Instrument No. 163 of 1972 and under the Historical Monument Act (Act 22 of 1967). This legal status was further strengthened by the National Constitution (1995). Under the provision of this Act, the site: “shall not be used for any use inconsistent with its character”. The Historical Monument Act protects the Kasubi Tombs from residential encroachment or any other purpose inconsistent with its character.

In the 1995 constitution of the Republic of Uganda, objective XXV of State Policy states that: “The State and Citizens shall endeavour to preserve and protect and generally promote the culture of preservation of public property and Uganda’s heritage”.

Budgetary provision has been made for the revision of the existing heritage legislation - a policy that would help inform the revision is in its last stages, and the review will start in July 2012 and drafting and approval of new legislation is expected to take one to two years from then.

The land that hosts the Tombs is titled under the Land Act (1998). The land title is registered in trust of the *Kabaka* (King) on behalf of the Kingdom. Significant protection is also provided through the religious beliefs attached to the site. There is a strong traditional protection as everyone fears the powerful Kings’ spirits. The preservation of sacred values and the respect for age-old traditions also ensure protection. This spiritual protection has freed the site from urban modernisation in the 20th century, despite the booming development which has occurred all around it, but additional protection, in the form of urban spatial development frameworks and planning by-laws specifically directed towards environmental quality and geared to direct future development in the curtilage of the site and to enhance the OUV, are lacking.

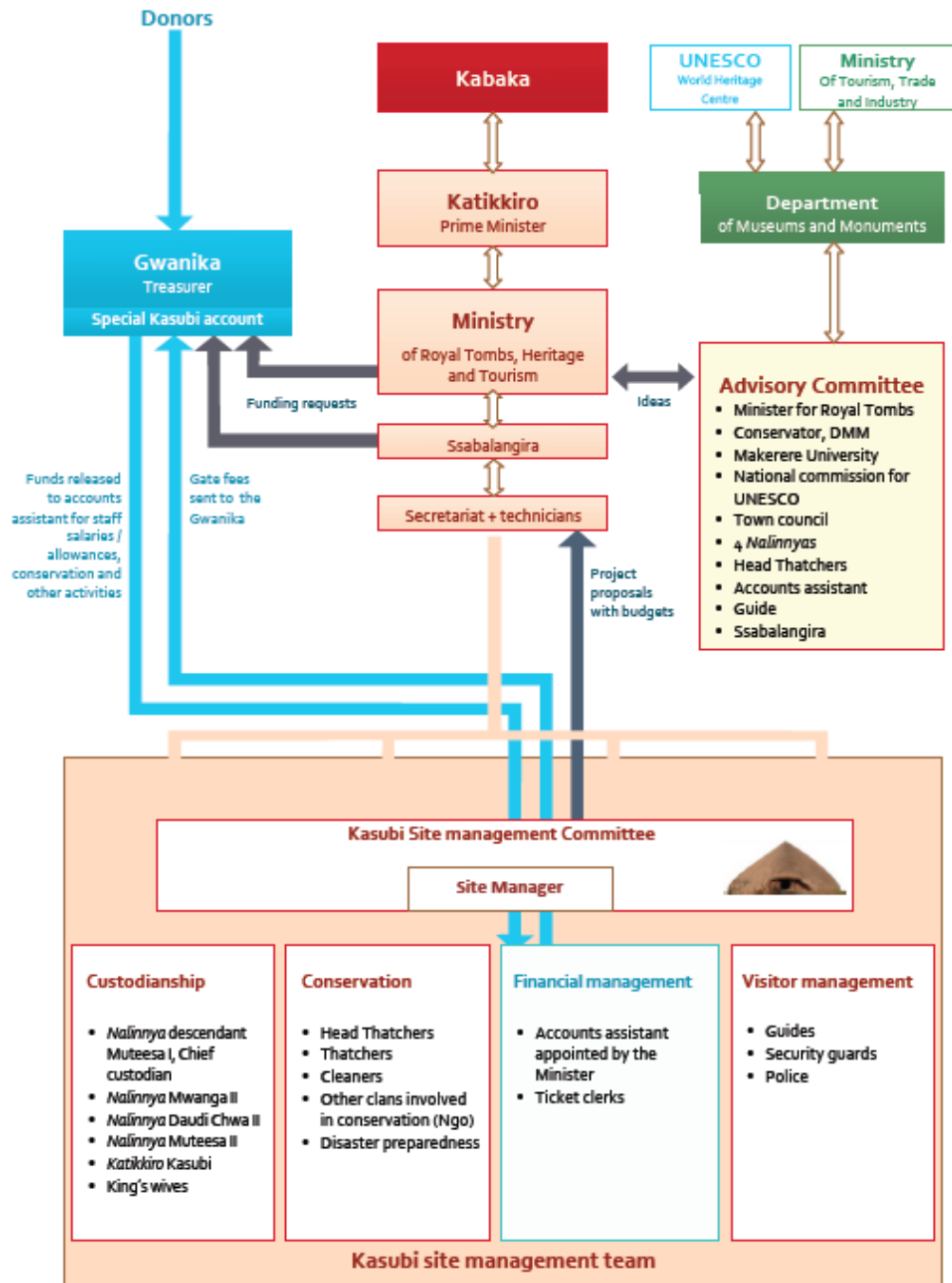
Kasubi was inscribed on the World Heritage list in 2001. World Heritage status has proved to be an additional protection for the site, which should comply with the 1972 World Heritage Convention concerning the protection of the World Cultural and Natural Heritage.

2.2. Institutional framework and management structure

As indicated in the Management Plan (2009-2015), the management of the heritage site was always under the responsibility of the Buganda Kingdom, which looked after the conservation of the tombs and saved the funds for materials. These conservation activities are carried out at the site level. The *Kabaka’s* (king’s) widows, the guards and the thatchers, who permanently stay on site, did the monitoring and informed the *Nalinnya* (titular ‘sister’ of the *Kabaka* and spiritual guardian of the site), when problems occurred, or when maintenance or repairs were needed.

Since the site was inscribed on the World Heritage List, additional management structures have been put in place as indicated in the 2009-2015 Management Plan. The National Technical Committee and the Technical Committee of the Buganda Kingdom work together on the management of the technical aspects of the conservation of tangible artefacts. There has been an integrated approach to the funding of the reconstruction activities after the fire, but it appears as if more clarity is needed regarding a permanent management structure for the future (post reconstruction) integration of funding from diverse sources and its application for the sustained management of the site.

As indicated in the revised 2011-2015 Management Plan, the original management system of the property has been altered to increase co-operation and integration between stakeholders and actors, and to more effectively address operational and practical demands of protecting and maintaining the property and its values. Since the appointment of a Site Manager, all the components of this system are now in place.



Management Structure adopted in the 2011-2015 Management Plan.

The description of the duties and responsibilities of each are to be found in the 2011-2015 Management Plan (2011) and attached in Annexure 6.5 - the relationship between all the actors in this management structure is clear from the illustration above.

The mission team did not have the opportunity to interview all the components of the management system, especially not the financial management component, but during the mission there was a chance to see the positive, cordial and effective interaction between many components of the system of the management structure.

While it was clear that the utmost was being done to ensure the release of money flows towards the Reconstruction project, the mission would like to stress the importance of a sound and accountable financial management of the moneys that flow into the site itself from tourist donations and ticket and product sales.

3 Assessment of the State of Conservation of the Site

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

This report makes reference to the evaluation of the State of Conservation of the Property in the Nov 2010 and August 2011 Reactive Monitoring Missions, additional to the evaluation from this April 2012 Mission. The State party has submitted a State of Conservation Report in February 2012, and the project architect of the reconstruction project has submitted a status report in March 2012.

The November 2010 mission report made recommendations on the

- conservation measures for the property;
- implementing the Management Plan and proposals for associated Action Plans;
- management of the site and management of the reconstruction of the *Muzibu-Azaala-Mpanga*;
- an appropriate approach to the design, execution and documentation of the Reconstruction of the *Muzibu-Azaala-Mpanga*;
- risk preparedness;
- reviving authenticity and reinforcing values, and
- releasing barriers to construction start-up for the *Muzibu-Azaala-Mpanga*.

The November 2010 mission report also provided the indicators to remove the site from the List of World Heritage in Danger, which were subsequently adopted in the Decision 35 COM 7A-17 of the 35th Session of the Committee:

- a) Completion of appropriate reconstruction of the *Muzibu-Azaala-Mpanga*, including an effective and appropriate fire protection system and taking into account the results of a survey of the traditional building practices of the other Ganda tombs, and the restoration of the related buildings associated with Ganda craftsmen,
- b) Existence of a disaster risk management strategy including installation of an effective fire protection system for the whole of the property,
- c) Measures in place to ensure the vitality of the property is sustained through the transfer of knowledge to future generations,
- d) Conservation of the key attributes of the overall property, including fences and boundary trees, and the removal of inappropriate buildings,
- e) Management structures in place to ensure that the custodians and craftsmen have appropriate living and working conditions,
- f) Adoption of an overall Master Plan for the property;

The August 2011 mission report provided a list of Agreed-to-Actions, the progress on which is evaluated in this report.

The above Recommendations, Agreed-to-Actions and Indicators are also referred to in the evaluation of the current State of Conservation of the Property and the progress made on removing the property from the List of World Heritage in Danger.

In Chapter 4 there is more detailed reporting on the integration of results from the research on traditional Baganda architecture, the progress re the reconstruction process, development of a Master Plan for the Property, the development of a Risk Management Strategy, the development of a Capacity Building Strategy, as well as the improvement of the Status of the Custodians – these items will be synoptically referred to in the evaluation of the current State of Conservation.

3.1 Appropriate reconstruction of *Muzibu-Azaala-Mpanga*

(Also refer to Chapter 4 on progress)

3.1.1 Implementation of the Emergency Assistance Programme

A specialist team from Japan visited the property on a technical investigation during 17-25 October 2011, concerning the Reconstruction of the *Muzibu-Azaala-Mpanga*. The terms of reference for the technical investigation included providing recommendations for the formulation of the Disaster Risk Management Plan, involving overall risk preparedness, the specifics of the disaster prevention, alarms, and fire extinguishing system, as well as technical analysis of the structure of the ruined tomb and all aspects of thatching (Grass supply, securing and management of supply, thatching efficiency and maintenance).

At the time of the mission in early April, the Technical Investigation Report (November 2011) had just arrived in Uganda after its translation from Japanese, and nobody in the National Technical Committee or the Ministry had had an opportunity to study the proposals as yet. The mission team had a prior copy, and were able to convey and workshop the Technical Investigation Report's proposals with the National Technical Committee and convey crucial issues to the Minister of Tourism, Wildlife and Heritage and the *Katikkiro* of the Baganda Kingdom - detailed comments regarding this Technical Investigation Report are presented in Chapter 3.

The Site manager has been trained in the UNESCO-Chair International Course on Disaster Risk Management of Urban Cultural Heritage (Sept 2011, Kyoto Japan) and took part in ICCROM Africa 2009 three month's course on conservation and management. He has since drafted a report on the course that contains a Risk Management Plan for the property. Please refer to Chapter 4 for Progress regarding the Risk Management Strategy.

Since the last Mission the Emergency Assistance Fund has also been utilised to implement the following items:

- Emergency documentation project
- The storage of artifacts retrieved from the ruined tomb has been professionally and safely stored in the containers procured for this purpose. An emergency documentation report was drafted – see comments below.
- The secondary security fence (inner fence), being a steel and webbed reed combination fence design that integrates well with the historic values of the site, has been erected and site-specific modifications effected (reeds lifted from ground to prevent rotting).

It is noted that the following items funded by the Emergency Assistance Fund have not yet been prepared:

- Exhibition about the reconstruction, planned for the Interpretation centre,
- A concerted media campaign on the progress made with the project

3.1.2 Stabilisation of the tangible components of the ruin

The stabilisation of the Kasubi tomb itself: There have been extensive investigations to understand damage, with tests performed on walls and columns – earlier the custodians and traditional leadership did not give permission to dig into the floor to test the foundations of the damaged columns, but now there is a go-ahead for the testing of the two columns at the entrance (these are far from the tombs). This is a major achievement in terms of integrating scientific and spiritual practices on the site. There was a great need to protect the tombs of the *Kabakas* from the elements, animals and looters, and to provide a dignified temporary situation - the architect as designed and constructed new temporary but secure housings for each separate *Kabaka's* tomb, a solution that also pleases the different clans involved in the custodianship process.

As mentioned in 3.1.1, since the tragedy there has been a coordinated effort to retrieve, identify, catalogue and store those moveable artifacts that were present in the *Muzibu-Azaala-Mpanga* during the fire. The 1960 Inventory of Artifacts at Kasubi was the baseline document for the emergency documentation project. This Emergency Documentation Project was funded from the

Emergency Assistance Programme. The artifacts are currently properly stored in the stores of the Interpretation Centre and flammable material are in metal fireproof boxes. The approach, process and data have been documented in the *Emergency Documentation Report* of January 2012, by the documentation team. Further research is envisaged re the objects that are known to have been lost, as well as on the surviving objects. The mission was informed that still available debris from the fire was difficult to retrieve due to the national outpouring of public 'assistance' at the site, but that remains will be subject to further study.

It is not yet clear how the artifacts will be displayed after the reconstruction of the *Muzibu-Azaala-Mpanga*, and the mission urges the Kingdom, the Site management and the National Museum to cooperate on an approach and strategy regarding the damaged artifacts, as well as the display and use of all retrieved artifacts.

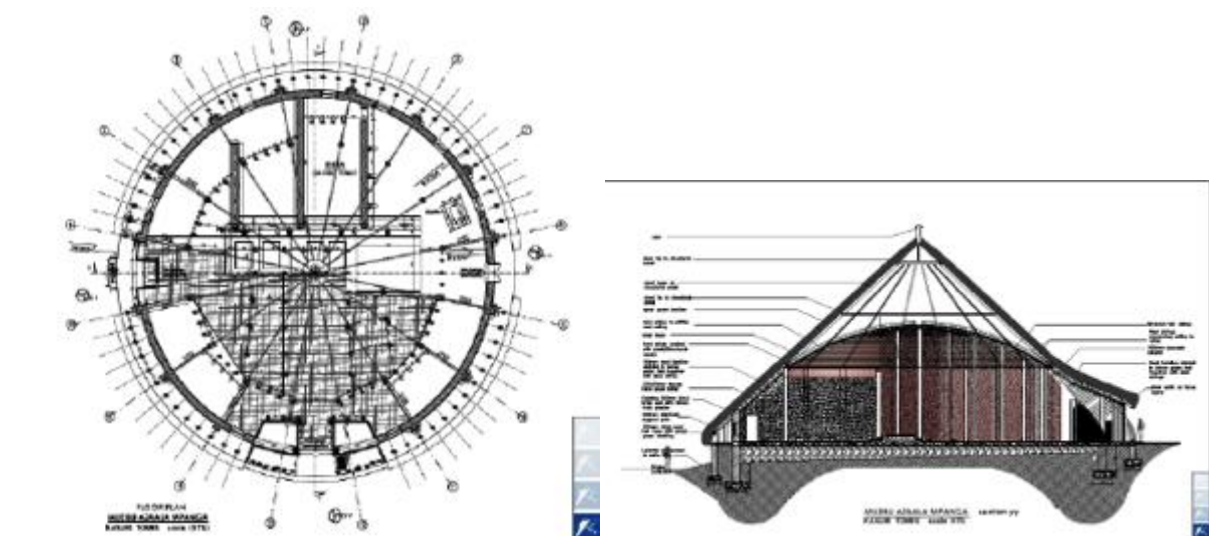
3.1.3 Quality of the Reconstruction Strategy

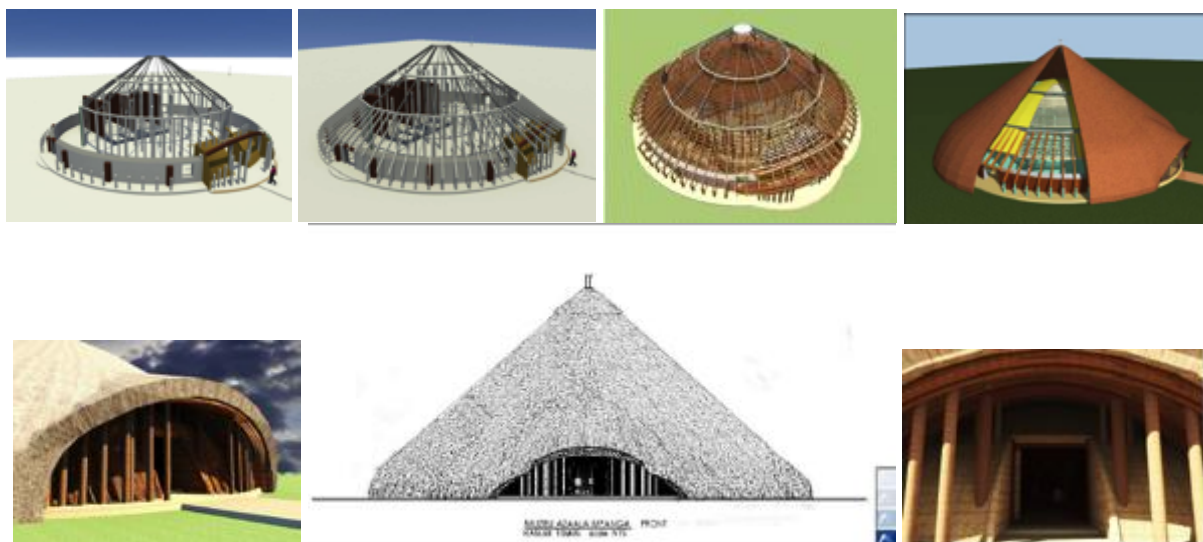
As a result of Decision: 34 COM 7B.53 Tombs of Buganda Kings at Kasubi (Uganda) (C 1022), No.13, a revised Reconstruction Strategy was drafted with input from the Joint World Heritage Centre/ICCROM/ICOMOS reactive monitoring mission of 8th- 11 November 2010, research and consultations with stakeholders and the entire community interested in the reconstruction of *Muzibu-Azaala-Mpanga*. The Revised Reconstruction Strategy was published in April 2011.

This is a well-drafted document that adequately reflects on the issues of authenticity and integrity, as well as the intangible component of the site and the construction process, and provides a clearly substantiated rationale and process for the reconstruction, based on prior documentation and research after the fire, but remains open to reiteration from future research. It is fortuitous that there is an architect who is very involved with the project, who is experienced in dealing with large and complex projects, who can deal with all the phases of a project, who brings all the actors together, who is flexible and who manages to get along with custodians, the Nalinnya, the site manager, the craftsmen, the Museum, the political leadership and the traditional leadership.

The document also provides a clear management proposal for the reconstruction, and identified the need for documentation of the tangible and intangible aspects of the process and for capacity building of the craftsmen, engineer and architect as well as the custodians of the site.

The 2011 design for the reconstruction by architect Nsubuga is shown below (phased construction):





Plan, section, construction sequence and entrance detail (J Nsubuga, Revised Reconstruction Strategy 2011).

The Revised Reconstruction Strategy (2011) also provides comments regarding the damage to the structural elements of the Kasubi Tombs (i.e. spalling of concrete columns and beams with exposed steel reinforcement, cracked and slanted brick walls, deformed steel roof trusses, lost timber columns), a materials specification, a Draft Risk Management Plan (added as Appendix 5 in the RRS document), provides important visual material from the previous renovation of the thatch roof of the Kasubi Tombs, as well as the lessons learnt from the thatching of the *Balongo* Houses.

The need for further inquiry in terms of components of traditional architecture and craftsmanship related to the impending reconstruction is discussed in Chapter 4.

3.1.4 Appropriate reconstruction of other structures and fences on the Property, reflecting the creativity of Ganda craftsmen, and general site organisation

As part of the indicators for a desired state of conservation, a principle decision has been taken to reconstruct structures on the site where inappropriate and non-traditional form, construction methods, materials and crafts were applied in order to minimise maintenance on the site – these include houses of the custodians, the toilet block, and the interpretation centre.

a) *Balongo basimbiri*, *Balongo bawenda* and *Kajjaga*

The Twins houses (*balongo basimbiri* and *balongo bawenda*) are used to store the “twins” (umbilical cords) that were rescued from the *Muzibu-Azaala-Mpanga* during the fire, and the dress house (*kajjaga*) is used around ritual preparation and dressing of the Twins.

After the fire the three cone-on-cylinder type structures were hastily erected in concrete, brick and mortar for floors, steps and walls, and conical timber structures and thatch for roofs. The roofs were not of a traditional low, Ganda type, and the November 2010 mission report recommended that it will be necessary to rebuild the Twin houses and the dress house in the long term because the inappropriate construction materials for the walls, steps and floors do not conform to traditional Buganda architecture.

This mission saw a remodelled roof of the *Balongo* houses. The Senior Thatcher Mr. Christopher Kawooya and his group have undergone training whilst building the *Balongo* houses. Important aspects regarding the quality levels and also the sequencing of the structural ring elements relative to other components of the roof were realised, in preparation for the Wamala and Kasubi thatching.

It is important to note that works to complete the third house were put on hold as per the request of the mediums who recommend that works at Wamala need to proceed otherwise nothing will get

completed at Kasubi. **Note: The start of works at Wamala (house of the grandfather) are officially seen by the custodians as the start of the Reconstruction of the Kasubi Tombs.**

The mission understands that the Balongo structures were initially erected with speed in order to receive safeguard the Twins of the *Kabakas* in the minimum time – however, the mission stresses the need to, over time redo the floors and walls of these important symbolic structures in traditional techniques and materials. The ritual content of the caring for the Twins will also require the addition of further openings for the dual families to enter from different sides.

b) Reversing the 1960-70's alterations to the custodian houses

The houses of the custodians in the inner ring around the *Bujjabukula* (courtyard) of the *Muzibu-Azaala-Mpanga* have historically been traditional house forms built in the traditional manner. An inappropriate management decision was made in the 1960/70's to introduce low maintenance brick and mortar structures with steel window frames and sheet metal roofs - these roofs were 'dressed up' with thatch over the roofs to masquerade as traditional structures, a technique that failed due to heat from the metal surface below.

There has been a conservation decision to demolish the 1960/70's structures in the inner circle of buildings around the courtyard to increase the traditional quality of the ensemble and to be more representative of 'the creativity of Ganda craftsmen'. The mission requests that there is reflection on the nature of the decision to introduce recreations of historic building types, what their status in conservation would be, and also how to represent the evolution of the site if all non-appropriate structures are demolished. Whatever the decision, it is suggested that this process be utilised at maximising knowledge retrieval of and learning about traditional architecture other than traditional thatching, and that traditional floor, wall and columnar structure aspects of Ganda architecture be promoted in the attempt to remove inappropriate structures.

c) Decisions re the Toilet Block and the Interpretation Centre

The **Toilet Block** for visitors to the site is located at the immediate south side of the thatch and reed entrance building of the site. This toilet facility directly faces the *Muzibu-Azaala-Mpanga* and is therefore inappropriate from a religious-cultural perspective. A decision was made to (for now) re-use the structure as the **office** for the Site Manager and the Reconstruction team as a ready alternative to procuring a new structure, and it has since been reconfigured on the inside and a meeting room added to, ready to be utilized in approximately a month's time.

This structure is a contemporary building which, due to its form and roof details, is inappropriate for the inner circle of buildings around the courtyard – it is suggested that the building be screened off for now, and that in future, when a new function is apportioned to the structure, it be either removed, or reconfigured in a contemporary architectural manner, to be more responsive to the traditional architecture of the site.

The **Interpretation Centre** is situated in the inner circle of buildings around the courtyard, north of the entrance building, and steps into the courtyard space in the direction of the *Muzibu-Azaala-Mpanga*. The November 2010 mission report recommended that the current interpretation centre be rebuilt, based on a more traditional architecture and that such a new building should not overlap on the border line of the inner courtyard.

In the interim, the existing building has been earmarked for safeguarding the artifacts rescued from the fire, and also to house the temporary exhibition on the disaster and the reconstruction - it is suggested that the existing building receive a temporary screen and entrance that will mitigate most of the visual impact, and that in future it be demolished as recommended and that a new interpretation centre be built towards the west, on the most suitable location outside of the inner circle of buildings around the courtyard.

The Emergency Assistance Programme funds must be applied to install the temporary exhibition on the disaster and the process towards reconstruction without delay, together with site information panels to inform the visitor. Additional resourcing may be required for the site installations (also see 4.4 below).



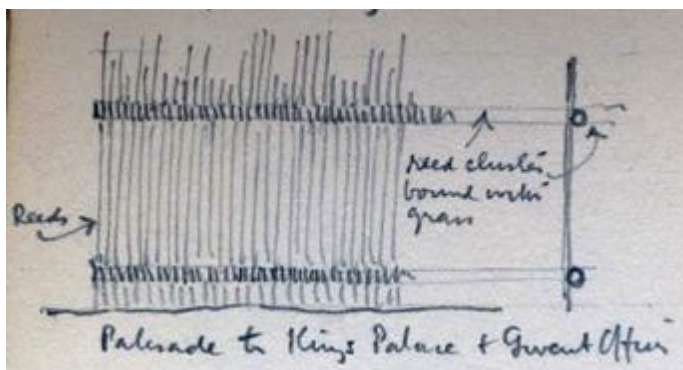
Example of site information panels that may be erected to present knowledge of the disaster, the preparation process for reconstruction, as well as the actual reconstruction (re-used from Nov 2010 Mission Report)

d) Reconstruction of the internal reed fence

The inner fence reed around the courtyard (called the secondary fence) is an integral component of the ensemble of elements comprising the royal tomb complex and part of the integrity and authenticity of the site. The existing reed fence was damaged and portions completely lost during the events following the fire - this has also apart from the loss of this important heritage element, this left the site and its inhabitants vulnerable to theft and intrusion into the most sacred areas. The November 2010 mission report recommended that this fence be repaired/replaced as necessary, respecting the historic reed fence design.

The Revised Reconstruction Strategy (2011) identified the urgent need to replace this boundary. The Emergency Assistance programme funds were to be utilised for this activity.

In 2010 there were imminent plans, proposed by the Technical Committee of the Kingdom, to erect a block work fence but, in reaction to the recommendations by the November 2010 mission, a new concept was formulated using a combination of steel mesh and reeds fence, a solution that has since been implemented on site (*See photographs*) for the temporary safety fence. (The reeds point down and are trimmed, indicating a tomb site – living sites have upright, untrimmed reeds). The mission inspected this fence and is of the opinion that it is both effective as a security measure and a good contemporary interpretation of the feel of historic fence model, that further experimentation with this model is advisable (especially in terms of further interpretation of the historic model) and that the block work option should not be reconsidered (**note**: the fence that was damaged was a timber pole and reed fence, with reeds tied to the poles).



Drawing of the pole and reed inner fence as it was in 1944 (by architect Norman Eaton on a visit to 'Mteesu's palace'), and the newly erected hybrid steel/reed fence (April 2012).

A historically correct reconstruction and continued upkeep of the more elaborate historic fence, that existed in a historic social ecology of annual renewal of elements would, in a contemporary social ecology and in the museum environment, and due to the security problems and the high demands of maintenance, in all probability not be feasible and/or attainable.

e) Historic Fig tree site boundary

The Fig tree lane around the whole site (called the primary fence) is recognised by all as the site boundary of the royal site, is an integral component of the ensemble of elements comprising the royal tomb complex (as sign of the presence of a royal domain and thus commanding respect), and part of the integrity and authenticity of the site. More than 120 trees (as per the drawing included in the August 2011 mission report) have been lost over time. The November 2010 mission report recommended that these missing trees that are indispensable in the marking of the boundary be replanted. The lack of a visual marker symbolizing 'boundary' currently just facilitates encroachment onto the site.

The Management Plan and the Revised Reconstruction Strategy (2011) identify the urgent need to fill in the historical fig tree fence surrounding the whole Property – although the mission was not presented with a formalised work plan and approved budget to replant the missing trees, the *State of Conservation Report* (2012) indicates that this activity will start as soon as the rainy season starts. The planting of trees is a sustainable solution. The establishment of tree nurseries, as suggested both in the Management Plan and by the custodians of the site is necessary. Details could also be developed together with the conservation architect and could be an interesting subject for the Urban Design department at Makerere University.

There is the intention to bolster the tree line with another reed fenced security line – the mission has noted during the meeting with the Kingdom that, in these circles, there is still a preponderance towards a block wall solution, but the mission supports the experiment with the already installed secondary (inner) fence, i.e. that it more clearly reflects the historical concept of a reed fence – there is of course a need to understand the demands of maintenance and availability of reeds if this option is followed.

The need to implement this portion of the work is urgent due to continuous encroachment of the boundary, especially on a thin 500m long strip on the east side where there is increasing commercial and housing developments on the street edge. There is a need to interact with the urban planning authorities on precisely defining the land use on the boundary, halting or reversing the proliferation of shops and houses on this section of the edge. The south side of the boundary seems to be stable in terms of development pressure, but this will have to be formalised in planning terms. The north and north-western side has an existing berm and/or wall on the street edge and is not under threat of development pressure.

f) The historic inner circle of trees

The November 2010 mission report recommended that the line of live trees marking the inner courtyard needs to be replanted to recreate the lost intimacy of the courtyard and hide the modern structures around (mast, towers on surrounding hills etc). However, currently no tree or vegetation management or protection measures were visible and the mission did not see a work plan and budget ready for this activity. The mission recommends that this activity get the urgent attention it deserves, in order to strengthen and protect the Outstanding Universal Value of the site.

3.1.5 Application of experiments and lessons learn at Wamala (Also see Chapter 4)

The initiation of works at Wamala is seen by the custodians and mediums as the official start of works on the Kasubi Tombs, due to the observance of the genealogical hierarchy involved. The mission visited Wamala on 3 April to inspect the start of the repair and maintenance works. The collapsed, rotten and termite infested thatch and lathes have been removed and rituals performed to start the repairs and renovations – the spirit mediums have declared this project to be spiritually tied to the Kasubi project, and it is seen as the 'start' of Kasubi's reconstruction.

The Wamala tomb copied the concrete and steel main structure of Kasubi – however there was no fire at Wamala so the columns are structurally intact and sound in terms of load bearing capacity. The partial collapse of the roof resulted in the concrete and steel roof truss ensemble having twisted. Analyses regarding structural rigidity of the concrete and steel ensemble are proving useful for

Kasubi: the connection between steel work and the cap of the column needs to be rigid, to prevent any twisting. The steel roof members have been straightened and fixed to purpose made steel caps for the column tops. Large temporary braces have been placed between columns to keep the whole structure true during assembly. The UNESCO-Japan technical team suggested that bracing be integrated in the top plane of the steel roof truss system – as soon as these have been added the temporary bracing will be removed.

An innovation at Wamala is to take off approximately 4 courses of brickwork of the outer drum of the tomb, and to replace that with a reinforced concrete beam, to absorb the lateral outward thrusting forces of the conical roof. The steel truss ensemble will also get an additional compression ring at the top, to absorb the forces at that locality.

The mission team is concerned about the low pitch of the current steel truss ensemble. It appears to be less than 45 degrees, and the engineer did not have the data available. The architect should make sure that the roof design is appropriate for the required water drainage otherwise the roof will develop gulleys and rot again. There should be a lively relationship between the projects, especially relating to the question of increasing the roof pitch at Kasubi to reflect the original design intentions in the first phase of its life.

The Site Manager of Kasubi Mr. Kigongo pointed out that remnants of reed screens and sliding doors that were removed for the renovation, were stationed in the open and prone to decay and rotting – the Mission team indicates the necessity to protect these valuable items for the indigenous knowledge they contain in respect of reeding and binding techniques, as well as the pattern for the sliding door.

The site is infested with termites and there are many termite hills visible. A concerted effort at eradication, as well as regular follow-up as an item on the maintenance programme.

Additional to the comments in Chapter 4, the mission states here that the Wamala maintenance and repair project should be more optimally used as laboratory for the Kasubi Reconstruction project, that historic material should be conserved for later reference, and that there must be a renewed initiative to ensure that the documentation of the demolition, as well as of all new processes, should be well recorded, indexed and archived.

3.1.6 Integration of research on traditional architecture (Also see Chapter 4)

In *lieu* of the detailed discussion on this aspect in Chapter 4, the mission states here that that the rehabilitation of 1960-70's buildings at the Kasubi site should be more optimally used as repository and training ground for traditional building techniques and crafts, and that over and above that, more research be done on earth walling, traditional floors, bark cloth and decoration. Apart from a few publications on typologies, taxonomic and technical aspects of Ganda architecture as well as historic photographs sourced at the Royal Geographic Society in London, there is a dearth of knowledge on the intricate relationship between the intangible cultural component of traditional Ganda architecture. The mission points to the need for resourcing further retrieval of indigenous knowledge systems related to urbanisation, royal compounds and other architectural types in historic Ganda and Central African societies as a project of national interest as well as informative to the reconstruction of the *Muzibu-Azaala-Mpanga* and allied structures, and for the proper protection of, and richest interpretation and presentation of the World Heritage Property.

3.2 Vitality of the site

3.2.1 Tangible and intangible components

After the fire there has been a concerted effort to gain knowledge of lost traditional values and traditions, especially as it concerns the reconstruction of the Tombs as well as the ancillary buildings (Twins houses and Dress House). This effort includes the research on traditional architecture, materials and thatching techniques. Great care is taken to uphold all the rituals on the site despite

the ruined state of the Tombs, and the intangible components of the cleansing and reconstruction process on the site are meticulously observed. A new *Nalinnya* has been appointed by the *Kabaka* and from observance and from communications by others there is good management of the rites and processes on the heritage site. The March 2012 *Status Report* on the Reconstruction states that the first stages of rituals before commencement of the works, are complete.

After the fire there was great concern regarding the exposed nature of the tombs of the *Kabakas* – the project architect has designed and supervised the construction of sarcophagus type plywood structures and additional tarpaulins over the grave of each *Kabaka* that provides these with dignity, privacy and protection against looting and the elements – this action clearly has brought a great sense of calm about the condition of the *Kabakas*, dwelling in the sacred forest of the Tomb structure, to the populace and custodians alike, and adds to the vitality of the site.

The mission does point out that there should be a greater effort to transmit knowledge and insight into the workings of the living heritage site to the visitor, in the form of information panels on which the yearly, monthly and daily rituals are identified, the duties of the two custodial lineages on the site are explained, and the function of the various architectural and spatial components on the site are indicated. Additionally, new knowledge gained on the traditional architecture, materials and building techniques should likewise be transmitted. A special visitors' observation platform for the reconstruction works may also be erected.

Regular cultural events may be held on the site, from traditional dances, to crafts days where traditional craftsmen show their skills in metal, timber, bark cloth, reed work, thatch work, basketry, etc. The to-be-drafted Development Vision and Framework (Master Plan) of the site should include for these aspects.

It is important that the site be a place where visitors can **witness** and **understand** Ganda traditions.

3.2.2 Implementation of the Management Plan

The November 2010 mission report made recommendations to the revision and updating of the 2009-2015 management plan, especially in terms of the Vision, Management organisation chart, Responsibilities of stakeholders, the Reconstruction project and Action Plans related to all of these. These recommendations have been taken up in the Revised *Kasubi Royal Tombs 2011-2015 Management Plan* (sine anno), published at the end of 2011.

The mission reports that there is clear evidence that this document is a living document in the day-to-day management of the Property, and that there is adherence to its Vision and principles. The mission recommends that the core component of the document be published in bound format, but that the various working components and annexures are simply printed for inclusion in a ring-bound folder. The example of the proposed, imminent preparation of a new Master Plan, and need for subsequent updating of the (just published) Revised Management Plan, illustrates the need for a more flexible document format that can be easily updated, printed and disseminated.

3.3 Caretaking and landscape management of the whole site

3.3.1 Refuse management

Illegal dumping of garbage by households and businesses in the Buffer Zone around the World Heritage property remains a large problem. In 2010 over 50% of the site boundary was demarcated by refuse heaps (rather than the historic trees), especially to the southern and eastern portions edge of the site where the site is not encircled by roads. The November 2010 mission report recommended that the large refuse dumps around the site should be cleared immediately. The current mission has seen a reduction in the amount of refuse on the south border, but there are still refuse heaps. The mission was informed that there is now a regular pickup by the Local Council, but there is concern about the remaining problem – the mission points to a need to locate alternative waste deposit points that are well off the World Heritage Property.

3.3.2 Termite management

The Wamala project has shown the tremendous damage that termite infestation holds for a site with architecture of timber, thatch and earth construction.

There are still many visible termite mounds on the Kasubi site, and the mission points to the need to eradicate these mounds before reconstruction of the Kasubi Tombs start, and to have a formalised termite control programme in the overall maintenance and risk management programme.

3.3.3 Consolidation of the site

Before 2010, the Kabaka muted a plan to commercialise portions of the site to establish a fund for the benefit of the custodians. The mission had reconfirmation that no portions of the World Heritage property land would be sold off. It is necessary to clearly state in the statutes of the property that the land will be kept intact as a whole, single unit and what the ownership conditions will be.

In terms of land uses on the property, the to-be-formulated Development Vision and Framework for the property must define and list the types of commercial activity that will allowed, because they will support and strengthen the Outstanding Universal Value of the property, in contrast to those that will not be allowed, because they will harm and diminish it.

3.4 The Cultural Landscape context

The Kasubi Tombs setting on one of the important hills of the indigenous city of Kampala still reflects the importance the royal tombs. Its position on the top of the hill, its boundaries and the associated elements within the property (trees, mounds, spatial organization, visual connections and land-use inclusive of concepts of seclusion and symbolic meanings of landscape and vegetation) are recognizable, even if in a degraded condition. The landscape is still used by the custodians and the community for agriculture, and the mission team was informed that the commitment of the local community to safeguard the site is present.

At Wamala, this larger cultural landscape setting has already been seriously damaged, in that large portions of the royal agricultural grounds on the hillside have been sold off to private owners and the hill slope is now subject urban development unregulated by control of environmental quality and possible impact on the core of the larger heritage site.

At Kasubi, the integrity of the World Heritage property in urban landscape is threatened by the fast urban development and unregulated encroachment of the site. The dignity of the Royal burial site is degraded by loss of trees, garbage, unclear access conditions and inappropriate block walls, and the overall landscape quality of the site needs proper landscape management. (See 3.3 and 4.3)

There is still a potential to re-establish, control and enhance the urban landscape context of the Kasubi Tombs before urban development around the area speeds up even more. The option of consolidating the boundary trees and adding more traditional reed fence will enhance appreciation of the site and its values, but there must be control of inappropriate development around the site through byelaws, and encouragement of appropriate and supportive development through guidelines.

In terms of a site interpretation and presentation plan, there is as yet no interpretation and presentation of the whole of the site and the interrelated components on the estate (i.e. graves, the *Kabaka's* viewing mound, the groves of trees, paths etc) relative to the core of the site - there is thus a dire need for a heritage appropriate landscape plan in which paths, seats, observation points, interpretation points, type of ground cover/finish, edges/connections between ground cover/finishes, land use, storm water management and privacy levels/access are to be defined.



The urban encroachment and the degradation of the property at the eastern boundary and traditional agriculture area towards the central Kasubi Tombs area. (April 2012).

In the future management of the site there is a need to interpret and present the site in a more complex manner, i.e. as a diachronically layered site comprising of interrelated elements (ie palace/tomb, custodian houses and tombs, entrance, sacred grove and hill, burial grounds, agriculture, etc) that was continuously interrelated to its urban context (processional approach, clan wards, views, aspects etc) and a wider region (clan regions, other palaces and tombs, spiritual places, sources of material for the construction of the palace/tomb, etc).

In a larger regional perspective, the cultural landscape approach can be extended to include the resource areas (thatching grass, timber poles, clay, ropes, timber and hides for drums, metal for artefacts etc). Issues of biodiversity management, traditional cultivation methods and processes, conservation of spiritually symbolic trees and plants, sustainable cultivation of medicinal plants, and the importance of fig trees for bark cloth, need to be addressed in a bio-diversity strategy that has a cultural bias.

3.5 Activities decided upon during the August 2011 Mission

The following progress is reported regarding the Activities decided upon during the August 2011 mission:

- **Temporary protections** (of the site, the graves...)

The inner fence has been completed, as has the protection of the graves.
- **Preliminary studies + Planning (surveys, drawings, strategy, Master Plan)**

Preliminary studies are in process, but the Vision and strategy for the Master Plan is outstanding.
- **Site preparation** (security fence, office block):

The office block (converted toilet block) is 90% complete. The outer security fence is still outstanding.
- **Awareness and communication** (to the public and media)

There is communication to the media and public, but there is no formulated and resourced information strategy/responsibility for contact with the media and public at large. The Emergency Assistance Programme has a component to start this action, but further resourcing and staffing of this important action is required.
- **Risk management and fire fighting** (equipping the site and training the staff)

The Risk Management Plan has been drafted. The site staff will be trained when the equipment is installed. The design and tender documents for the detection and extinguishing equipment is to be completed by mid April – therefore the evaluation of the visual impact of

the system, the awarding of the contract and the installation and testing phases are still outstanding. Components of the Kasubi reconstruction can start before the installation of the fire extinguishing system, but the installation, and testing, of a suitable portion of the installation are on the critical path for starting the timber and thatching component of the reconstruction of the Tombs. The mission points out that the other timber and grass structures on the site are at present vulnerable and at risk.

- **Experimentation (on materials and techniques)**

The experimentation with thatching technique and an increase in scale must happen in the Wamala pilot project. The mission was actually on site too soon to be able to assess anything else than the rehabilitation of the concrete and steel structure, and a follow up will be necessary to assess the thatching, reed work and decoration works.

Depending on the availability of a secure supply of spear grass, and as soon as suitable timber rafters have been procured, thatching can start. The mission has stressed the need for optimal use of the Wamala project as regards experimentation and testing. There is a need to start an experimentation project for wattle-and-daub walls, earth and grass floors, bark cloth types and decoration as well as timber pole construction and detailing.

- **Capacity building (of young artisans but other actors as well)**

The mission has been informed that the position and salary of the Senior Thatcher have been elevated, the status and salary of royal thatchers have been increased, that a group of 25 young thatchers have been identified and that training has occurred in the re-thatching of the Twins and Dress houses. These thatchers will be further trained in more monumental scale thatching, at the Wamala repair and renovation project.

The mission has been informed that the crafts allied to the making of royal ritual objects, i.e. drums, spears, baskets and containers, are alive and capable to supply the royal tombs with movable artifacts.

The mission points to the need to establish a qualifying framework and recognition system for all traditional crafts, to identify those among the traditional craft systems (bark-cloth, thatch, building etc) who are to be appointed as 'living-treasures'. Additional to thatch, to also identify expert crafters who can build traditional earth walls and floors, experts who still know how to build large scale timber structures, as well as bark cloth experts, and to initiate a working system for the replacement of the inappropriate Kasubi inner ring buildings and future contemporary buildings (e.g. more appropriate interpretation centre), as well as to make the Kasubi site a more visible place for the continuation of traditional building and decorative crafts and to spread knowledge and training of traditional architecture across the country, possibly via other rural heritage sites.

- **Reconstruction**

The preparation for reconstruction is proceeding – the mission points to actions on the critical path that may delay the project – these include progress with the evaluation, procurement and installation of fire detection and extinguishing equipment, the secure supply of thatch for the Wamala and Kasubi projects combined, the need for support in the documentation process as well as the need for an increase in the time allowed for in the contract with the project – coordinator.

- **Landscaping**

As far as landscape quality is concerned, the site as a whole is in a fairly dishevelled state - there is a dire need for a heritage appropriate landscape plan to define paths, seats, observation points, interpretation points, type of ground cover/finish, edges/connections between ground cover/finishes, land use, storm water management and privacy levels/access.

- **Artifacts restoration/replacement**

The Emergency Documentation of the artifacts recovered from the ruin of the Tombs has been completed and all artifacts labelled and securely stored. Further research and the

actual restoration or approach to lost artifacts is envisaged for the future – the mission received no project timeline.

- **Documentation** (of both tangible and intangible issues)

Tangible: The Wamala site and the removal of the thatch and screens, as well as the re-erection of the steel roof structure have been photo-documented. The mission points to the need for further training of the project team in documentation methodology for the upcoming thatching and screen construction at Wamala, in preparation for the documentation of all works and capacity building for Kasubi.

Intangible: The need for recording of intangible aspects of the reconstruction has been accepted by the traditional leadership. Suitable levels of privacy/access have been devised to ensure secrecy of sensitive rituals. Some facets of the preparation of traditional materials as well as small works at Kasubi (the installation of tomb covers) have not been recorded due to a misunderstanding between the reconstruction team and traditional leadership and custodians. Sensitization regarding the need for full documentation (using case-specific, appropriate methods) is ongoing, and certain process will be re-enacted for recording.

- **Equipment** (for building, maintenance and documentation)

The mission cannot comment on this item.

- **Site management and supervision**

The new Site Manager has been appointed and is proceeding with his responsibilities. The site office is almost ready and will be the locale for coordinated management meetings between the Custodians and guides, the Reconstruction Project coordinator and the Site manager.

The Reconstruction project has increased in complexity since the appointment of the Project coordinator and the Wamala project has been added – the mission indicates that there is a need to increase the appointment schedule of the project coordinator to ensure a greater availability for the supervision and co-ordination of the combined Wamala/Kasubi projects.

- **Site interpretation**

a) The Nov 2010 mission recommended that a temporary exhibition on the site, showing the various facets of its life span, up to its destruction, be set up in the Interpretation Centre and on board around the site – this was again touched upon in the August 2011 mission with recommendations for the design of the temporary exhibition. At present this exhibition has not been designed or assembled. It is vital that a good display of relevant information about the reconstruction be present on the site, both in the exhibition as well as at strategic points around the site, in order to allow for adequate interpretation and presentation of the reconstruction process at the level befitting a World heritage property. If the funds from the Emergency Assistance programme are inadequate more funds must be made available for this action to proceed immediately.

b) Site interpretation and presentation is still lacking, and does not help to enhance the national educational potential as well as the remarkable national and international tourism potential of the site (being in a dense urban environment with good access and a large tourism audience). Also, visitor comfort (in terms of refreshments and access to information brochures) and quality of footpaths leave much to be desired.

d) Site booklet revised: The funds from the French Ministry for Culture and Communication have allowed for the site booklet to be revised and updated to include aspects of the disaster and the reconstruction, and has been published by CRATerre-ENSAG in November 2011.

3.6 Funding flow

The funding for the Reconstruction of Kasubi Tombs comes from the central Government, the Baganda Kingdom as well as the Emergency Assistance programme. The items paid for by the

Emergency Assistance Programme have been well defined. There has been a request from the Central Government that the main works on the royal Tombs is from that account.

The March 2012 Status Report states that the funding process is in the final stages, with the BOQ complete and a MOU on Funding presently with the Uganda government for approval. During the meeting with the *Kattikiro* the mission heard from the Commissioner of Museums and Monuments that the round of decisions is currently at the Solicitor General, and that Government would be able to sign the MoU for the release of funds within two weeks (so approximately in the third or last week of April).

The mission pointed out that there is a need for a clear itemisation of works and funding source, and also that, due to the need to start the reconstruction works as soon as possible, and giving due consideration to all required preparation work that have been identified as prerequisites for start-up to proceed, all parties need to make sure there are no work items on the critical path that will unnecessarily delay work once the funds become available.

It is important for all to know that the Government is working within the strict rules of the PPDA Procurement Process, which prescribes a minimum time for certain processes like contracts and appointments of contractors – the Government is bound to the required prescriptions of this process even though they currently delay the flow of funding towards the project. It is important that these delays be taken into account with the revision of the works programme and critical timeline – the mission points to the need reprogram the works programme, and to make known the newly envisaged start-up date and key project dates.

The mission cannot provide exact detail on the delays to the Reconstruction, caused by additional research and the addition of the Wamala project to the Kasubi project. The reader cannot be referred to the existing (outdated) Works programme because is a large document that cannot be reproduced in this document. It is recommended that a new revised Works programme that takes funding flows and other delays into account, be drafted and provided to the World Heritage Committee at the earliest opportunity.

4 Identification and Assessment of issues

***Progress** made in the implementation of the corrective measures adopted by the World Heritage Committee stipulated items.*

4.1. Research project on traditional building practices of Ganda tombs

***Progress** made in the implementation of the corrective measures adopted by the World Heritage Committee on the integration of results from the research project on traditional building practices of Ganda tombs in the Reconstruction Strategy for Muzibu-Azaala-Mpanga;*

4.1.1 The integration of recent research results

The National Technical Committee took heed of the recommendation of the November 2010 mission to increase the research scope on Ganda traditional architecture and related intangible heritage. Before the Reconstruction Strategy was drafted, the conservation system had little access to detail of traditional Ganda architecture, and there was scant knowledge of royal architecture and the first few versions of the *Muzibu-Azaala-Mpanga* before the 1938 change in layout and structural system. Despite retrieval of archival documents to increase knowledge, and despite the Revised Reconstruction Strategy's (2011) sense of completeness, it became apparent that additional knowledge on detail aspects of construction, materials, detailing, spatial ordering and intangible attributes would be required before the reconstruction could start.

A limited research project on traditional Ganda architecture was conducted, and as a component of this exercise the rehabilitation and renovation of the badly deteriorated Tomb at Wamala

(constructed in the 1950's as a smaller copy of Kasubi, but not in all detail respects, e.g. steel ring beams instead of concrete), was identified as a pilot project for experimentation in reed and grass techniques and to practice with a construction process on a more monumental scale than the *Balongo* Houses, and of course within the limits of the authenticity and integrity of that artifact. The mediums at the Kasubi site insisted that the Wamala project be completed before the Kasubi project, but that work on Wamala in actual fact constituted the start of work at Kasubi.

A link was established between the Department of Architecture of Makerere University and the conservation team, from which further historic source material and advice emerged. Of note is the research project on traditional royal architecture (Kiggundu & Nawangwe, 1993). Additionally, the architect researched archives for historic records of tombs, and also immersed himself in the intangible aspects of Ganda architecture, especially in terms of the materials and processes, as well as ritual and taboo related to the Tombs.

In the March 2012 Status report for the Reconstruction of the Tombs, architect Nsubuga relates that the rebuilding of the *Balongo* houses provided new insight into the sequencing of thatching elements that will be transferred through to Wamala and Kasubi. The knowledge and skill of the thatchers was improved by exposure to documents of past structures and of maintenance of large roofs, also that of Kasubi (See Reconstruction strategy (2011) document). This has pushed for positive debates on building and thatching techniques.

Further evidence in the evolution of a typical Ganda architecture has been acquired via photographs of *Muzibu-Azaala-Mpanga* and other grand structures to further understanding on the scope needed to achieve authenticity. Research at the Royal Geographical Society has brought to light historic photographs of the Kasubi Tombs additional to those previously in the teams' knowledge. The oldest



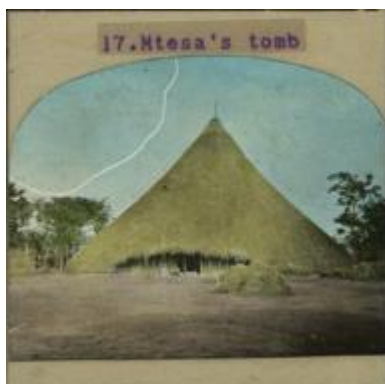
2009
1879



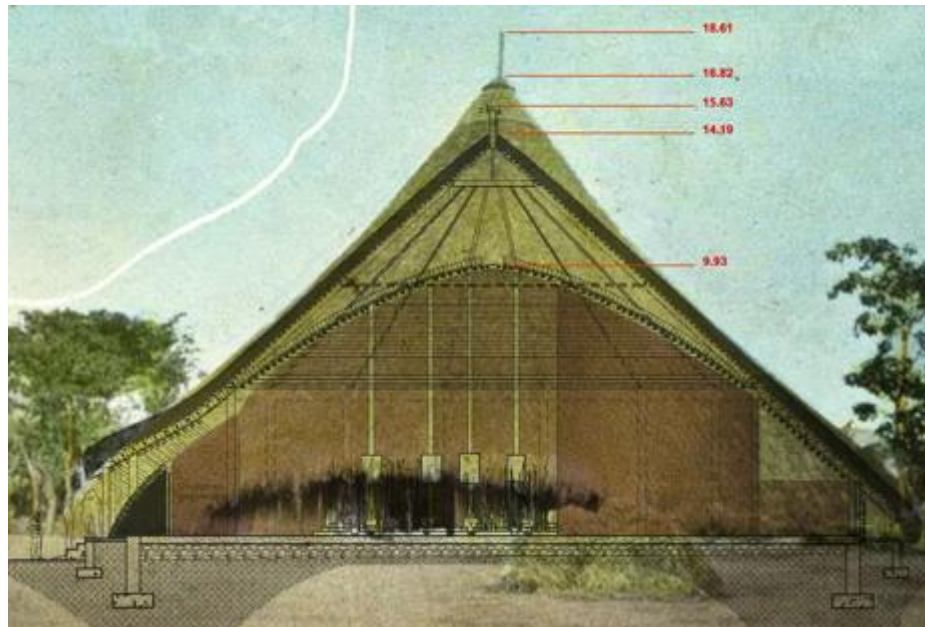
1938



1911
1891



photos used for the Revised Reconstruction Strategy and the design were from 1911 and 1938. Here the 1911 photograph already pointed to the need for a steeper roof pitch, to rectify the failures of the 1938 model, which is the model for the spatial and constructional aspects of the reconstruction. The latest photographs found are from 1891 and also 1879, and have shed additional light on the extreme pitch of the roof of the 1911 phase, as well as the steep pitch of the roof of the original palace and tomb of Muteesa 1, its height (16,82m), as well as detail of the apex protection design.



Comparison between current reconstruction proposal and the tomb of Muteesa 1 in 1879 (Drawing by S Moriset, CRATerre 2012).

The 1879 photograph of Muteesa 1's palace and tomb, taken during the thatching process, made possible a comparison between the current Reconstruction design (14,19m high) as based on the 1938 phase and produced for the *Revised Reconstruction Strategy* (2011), and the original structure before any alterations in the various phases of its life. This comparison is shown above, and provides the architect with further data from which to finalise the roof design, thatching revisions and detailing.

The architect is also coming to finality on the detail plan ordering, in the light of further information on column positions and spatial ordering of earlier phases of the structure. The 1891 photograph gave insight in how the gradient of the large courtyard has increased over a century, causing more storm water to flow to the *Muzibu-Azaala-Mpanga's* entrance – this insight provides the concept for a minimalist adaption of the finished ground level to allow for water to flow from the entrance back to the courtyard and around the structure, without introducing large scale engineered infrastructure like channels and metal gratings.

Valuable knowledge has been gained from the custodians who work in and guard the tomb – an example is the existence of small holes in the concrete slab, remains of poles for a screen behind which the custodian sleeps at night, near to the *Kabaka*. Similarly there is new knowledge about previously hidden elements of the sacred grove space – an example being the fireplace/hearth, not used anymore on command of an earlier *Kabaka* who realized the danger to the structure. The use of mediums and the appointment of two 'bearers' [of indigenous/traditional knowledge] from the kingdom to assist the architect in recording and understanding traditional facets of the reconstruction is vital to integrate pragmatic and spiritual aspects of the project. In this project the 1st King has the last word.

The help of mediums were important in getting to a position where physical investigation of the substructure was considered per se (where just after the fire there was no question of interfering with the substructure lest the *Kabakas* would be disturbed), and currently to identifying where digging may occur – two columns at the entrance have been identified as being far enough from the tombs in the sacred forest at the back of the space, and the inspection and assessment of the quality of the foundations can now proceed. If the foundations are found to be unsuitable to carry the replacement columns, roof and thatching, new foundations will be cast for all columns excepting the three at the tombs of the *Kabakas*, where a cantilever beam is planned to span across the two back spaces (but resting on the brick walls). The inspection of the locality by the mission team has however pinpointed the problem of the non-load bearing quality of the existing brick walls, which cannot be rebuilt as load-bearing walls if their foundations are not strengthened, and which cannot

happen due to their proximity to the tombs of the *Kabakas* – the idea of eccentric foundations were muted, but it is clear that there are still structural issues to resolve.

Historic photographs of the thatching renewal of the Kasubi tombs in the 1960's are vital to ensuring the quality of the new thatching – however, the current Mr Christopher Kawooya had worked on the roof of Kasubi since 1955, and was also present at Wamala in 1958 – a living treasure. He also informed the team that it is vital to identify and reserve areas in the countryside for growing secure supplies of Spear grass for the tomb reconstruction and future sustained maintenance program. Additional photographs of other palaces were found that shed light on thatching style, entrance design and roof-apex details.

Further research work was done to understand both Kasubi and Wamala's floor layouts, relative to the original floor plan of the *Muzibu-Azaala-Mpanga* of Muteesa 1.

4.1.2 Further research required

There is an outstanding need to consolidate the existing work of Kiggundu & Nawangwe (1993) on the Ancient Palaces of Uganda, together with documentation of Wamala and other Buganda tombs around the kingdom (i.e. *Kiyimba*, the tomb of *Kanyange*, and *Naggalabi* to name a few) on like aspects, into a systematic taxonomy of type, form, order, detail to act as basis for the substantiation of decisions on the reconstruction of *Muzibu-Azaala-Mpanga*.

The Reconstruction project has indicated the need for a wider study of traditional Ganda architecture and related cultural systems, parallel to the Kasubi project, to consolidate knowledge on the intertwined relationship of the tangible and intangible aspects of traditional Ganda royal architecture, and their management of conservation into the future.

The research partnership with Makerere University should be increased to study the systems related to the sustained conservation of traditional architecture and heritage places, and be widened to include other institutions that want to co-operate.

4.2. Reconstruction of the *Muzibu-Mzaala-Mpanga*

(Also refer to Chapter 3)

***Progress** made in the implementation of the corrective measures adopted by the World Heritage Committee, on the restoration project of the Muzibu Mzaala Mpanga, including the documentation of the process, materials and their sources and associated ceremonies*

4.2.1 The rate of progress in the reconstruction of the *Muzibu-Mzaala-Mpanga*,

The quality of the *Revised Reconstruction Strategy* (2011), the integration of research in the process, as well as the need for further research, was discussed in Chapter 3.

The March 2012 Status Report provides the following milestones since the last Mission in August 2011:

MILESTONES REACHED FROM THE NOVEMBER 2010 MISSION UP TO MARCH 2012

- A new *Nalinnya* (custodian) was appointed by the *Kabaka*.
- In January 2011, a National Workshop was held at Imperial Hotel to sensitise stakeholders and the country in general on the reconstruction of the Tombs.
- On 16th March 2011, the *Katikkiro* appointed the Project Manager and the Management Contactor for the reconstruction works.
- June 2011, the Site Manager Mr R Kigongo was appointed.
- Resumption of construction works for the three structures, *Kajjaga*, *Basimbiri* and *Bawenda*.
- Emergency request funds for the construction of the security fence released.
- July, 2011, the Buganda government facilitated the Project Manager Architect Jonathan Nsubuga to go to the 35th convention In Paris, France.
- A special meeting was organised in Paris between UNESCO, WHC, Uganda Embassy officials and the Buganda representative to present and review program of the works at Kasubi.
- The technical Committee of the Buganda Kingdom prepares drafts of a Master Plan and Risk Management.

- A contractor is identified to fabricate and finish the Emergency fence.
- A UNESCO mission comprising of Mr. Lazare Eloundou and Arch. Sébastien Moriset arrived in August 2011 to assess the state of work on the site.
- Commencement of civil works on the site office.
- Completion of the security fence
- Preparation of bid and contract documents with Uganda government
- Preliminary rituals at Kasubi (**Note:** communication via the spirit mediums for works to commence at Wamala prior to any more cultural activities and works at Kasubi (as a requirement – this is the also seen as the start-up of works at Kasubi))
- Documentation works re: artifacts destroyed and other intangible activities.
- A joint UNESCO/ Japanese government mission to Kasubi specifically to review or revise on risk management activities.
- Final rituals at Wamala tombs
- Commencement of removal of thatch, ceiling (roof) at Wamala tombs
- Commencement of sanitary facilities works at Wamala
- Final stages of M.O.U with Ugandan government for the allocated funds to re[REDACTED]

i) The Wamala project

The spirit mediums informed the National Technical Committee that, not only is the beginning of reconstruction at Wamala a prerequisite for the start of work at Kasubi, but that two projects belong together as one. The restoration works at Wamala officially started on 14 March 2012, which is thus also the official start of the Kasubi reconstruction.

Since the rituals for the removal of roof and interior elements at Wamala, as reported in the March 2012 Status Report, have been undertaken. Various work items have started, most importantly the structural works. By the time of the mission team's site visit on 3 April the existing concrete columns had received their steel caps (for making a more rigid connection to the roof structure), the warped steel members of the existing roof structure had been straightened and all the steel elements, bar the top compression ring and the cross-bracing in the roof structure, had been assembled and rigidly fixed to the columns, ready to receive the upper timber beams and lattices. The reinforcement for the new RC ring-beam on top of the outer wall of the structure has been placed, ready for casting the concrete and to receive the lower timber beams and lattices required to carry the thatch.

Problems on site include the procurement of timber beams of the right quality, as well as being able to certify for certain that the right amount of spear grass for the thatch work will be available. This issue is currently receiving attention at the highest level. There is time to adequately deliberate on the technical issues highlighted by the UNESCO-Japan 2012 Technical Report, regarding having prior agreement on the specifications and quality levels involved in the cutting, storing, drying and eventually smoking of the grass.

The mission points to the need for a site agent to accompany the works or for more regular site visits by the architect to ensure that the required amount of experimentation and training, on every item of the whole, is achieved in this project. For this to be possible the project manager/architect's contract has to be augmented, and further training in the fields of bark cloth assembly and decoration, reed screen detailing and internal wall construction to be initiated.

The mission team did not receive a timeline for the Wamala works, and we urge that this timeline be completed and integrated with the Kasubi Action plan.

Apart from progress, the mission points out that the houses of the custodians, the assembly house as well as the visitor centre at this site, are (approx.) mid 20th C and contemporary structures respectively, do not have a satisfactory architectural relationship with the tomb structure. Care must be taken in the execution of the proposed sanitary facilities to improve on the syntactic relationship between all the ancillary buildings on site. The assembly house at the gate is of corrugated iron, the custodian houses of face brick and the visitor centre has a plastered cement finish. Additionally, the houses of the custodians are generally in a very bad condition.

ii) The Muzibu-Azaala-Mpanga project

As noted above, due to the twinning of the Wamala and Kasubi following from the instructions from the *Kabakas* via the spirit mediums, the commencement of works at Wamala Tombs on 14 March 2012 also signifies the formal commencement of reconstruction works at Kasubi.

The inclusion of the Wamala project is expected to have a very positive effect on the eventual the quality of the *Muzibu-Azaala-Mpanga*, but it also shifts back the current actions on the construction timeline of the Kasubi project. At present it is not possible to state categorically what the delivery date for the *Muzibu-Azaala-Mpanga* project is - there are many unknowns, including the timeline of the fire detection and extinguishing contract, as well as the procurement of quality roof timber, timber columns and a secure supply of thatch in large quantities. The project coordinator is urged to take stock of all changes and delays that have impacted and will impact on the project timeline added to the 2011 revised reconstruction strategy and to recalibrate the works programme, to also include both projects on the timeline, and to indicate the critical path with the major contractual gates indicated.

The very important action of protecting the tombs of the *Kabakas* living in the holy grove, with purpose-designed temporary timber 'sarcophagi' and tarpaulins, providing the best level of seclusion and dignity possible under the circumstances, as well as protection against the elements, animals and vagrants.

It is significant that, since the November 2010 mission, the custodians have now granted permission for the project team to disturb the subsurface of the structure to investigate the concrete foundations of two concrete columns. This will provide the necessary guidance as to whether the existing bases may be retained, or if new bases are to be designed and constructed. This item is on the critical path and has to be expedited at the earliest opportunity. It has been accepted that a cantilever beam will have to be designed for the area where the *Kabakas'* tombs are located – the necessary investigation regarding the possibility of use of the brick walls for support is similarly urgent, and is also a sensitive issue due to their proximity to the tombs.

Further changes to any of the details in the design drawings contained in the 2011 Reconstruction Strategy are really dependent on the outcome of the research project on traditional Ganda architecture, as well as the results forthcoming from the renovations and repairs at Wamala.

4.2.2 Rate of progress re the documentation of the process, materials and their sources and associated ceremonies

i) Reconstruction process, materials and their sources

The Reconstruction Strategy was based on a collection of historical documents and existing research that were assembled soon after the destruction of the *Muzibu-Azaala-Mpanga*, and these are stored at various locations (i.e. the architect, at the Uganda Museum as well as at CRAterre-ENSAG).

The documentation of the process of consolidation and ritual cleansing of the ruin of the

A technical report with illustrations on the thatching work of the *Balongo* Houses on site, under the supervision of Architect Nsubuga, has been compiled and was attached to the August 2011 Mission Report (appendix 5.4).

The Emergency Documentation of all artifacts that survived the destruction of the *Muzibu-Azaala-Mpanga* by fire, as well as the list of artifacts that were lost, has been completed – the approach, methodology as well as the Inventory of artifacts are contained in the document *Kasubi Reconstruction project: Emergency Documentation Report* ' (Kayima et al, 2012). There is a great need for further research to be done on the materials, craftsmanship and symbolism contained in these artifacts, as well as the repair work to be done on the badly damaged artifacts that survived. The Head of the Royal Clan assures the Mission team that there are skilled artisans with the capacity to remake the artifacts that were lost (i.e. drums, spears, etc).

ii) Associated ceremonies

There is limited progress and there are challenges. Appendix 5.3 of the August 2010 Mission Report contains a *Report on the Conservation of Intangible Values*, by the Head of the Royal Clans Mr SM Kayima, providing detail of the involvement of the spirit mediums in the process of reconstruction, of the various rituals that have already been performed in relation to the consecration of the site after the fire, and also to preparation for the reconstruction of the *Muzibu-Azaala-Mpanga*, especially in

terms of the identification and cutting of the Central Pole of the Tomb. Additionally, a list of people has been identified to perform all the ritual activities during the reconstruction. The rituals have been documented, but due to pressure from the community, only in a very limited manner. There is therefore a need for a sensitization process on the need for recording of intangible aspects of Buganda rituals connected to the life and death of the *Kabakas* while the carriers of tradition are still able to do so – it is mentioned that the rituals may be repeated for purposes of recording. The report recommends that the inventory and documentation be properly stored but also that further research be done on traditional ceremonies.

Based on the request in this Report, as well as recent observation of the level of capacity in the Buganda Kingdom's Technical Committee for performing a systematic, archival process that reflects current documentation and archiving standards, there is no systematic documentation process in place that will satisfy scrutiny to the level required for this important activity.

The mission has elevated the level of criticality of this project with the *Katikkiro* of the Buganda Kingdom, and requested that the necessary resourcing be provided. The mission recommends that the Uganda Museum assist with advice, but that due to a lack of human resources and time, that the request for assistance from the UNESCO Intangible Committee be further pursued, but that additional expert technical assistance, capacity building as well as equipment be budgeted for and procured for this activity.

4.3. Master Plan for the World Heritage Property

***Progress** made in the implementation of the corrective measures adopted by the World Heritage Committee on the development of the Master Plan for the property and identified measures to address encroachment and alterations to traditional buildings as well as proposed protection mechanisms*

4.3.1 A 'Master Plan'

i) Redefinition:

In the 2011-2015 Management Plan, as well as the March 2012 Status Report (see item 4.2.9), the term 'Master Plan' has been used for the site plan of the conservation area for the built area of Kasubi Tombs. In the discussion with the National Technical Team the concept of the term Master Plan was discussed and the limitations identified. It was accepted that the term Master Plan would indicate the forward Vision and Framework for the continuous supportive development of the cultural value of the site that would link the conservation plan with a development strategy and a site development framework that will lead to focused plans for the whole site and areas within the site, and is therefore the heritage development plan for the whole site. There would be linkage between the Master Plan for the World Heritage property itself, and the Kampala Urban Master Plan for the precinct within which the property is situated. The concept of Historic Urban Landscapes (HUL) is important to take into account in this locale, because the World Heritage property is one of a few important urban nodal points that are linked through history, urban process and urban pattern.

The discussions in with the National Technical Committee were further used to explore components of a future master Plan, but it was agreed that a task team be set up to specifically head up this component of heritage management, and that there be a formal link with the Department of Planning regarding the positive integration of urban spatial development frameworks and also by-laws for the precinct, with the goals and objectives of the Kasubi Master Plan

ii) Achieving a Master Plan through augmentation of the Management Plan

The current 2011-2015 Management Plan does not deal with the aspect of identifying land-uses and activities on the property that will enhance and support the Outstanding Universal Value of the property. The mission identifies this as a weakness of the current Management Plan that needs to be addressed at the earliest opportunity.

The architecture and intangible heritage of the inner circle of buildings around the tombs are well documented and managed. However, a detailed inventory of all the significant features of the entire property is needed for elaborating a development plan for it. The inventory should also include intangible attributes, vegetation and trees, holy forests, graves, mounds, paths, traditional and current land-uses, historic approaches to the site and urban linkages and vistas, as well as the traditional linkage of the royal site with its immediately surrounding urban curtilage. What is also lacking is an overall survey linking the significance of the tombs with their larger territory, both in the Buganda cultural landscape as well as a larger transnational cultural landscape.

The to-be-formulated Development Vision and Framework for the property must define and list the types of activities and development allowed strengthening and supporting the values of the World Heritage property.

iii) Historic Urban Landscape (HUL) concept

There is a great need to introduce the concept of Historic Urban Landscapes (HUL) in the management of the Kampala historic urban core, especially as it relates to the integration of the World Heritage property in the larger urban landscape and linkage to significant related urban elements, and also to be able to protect the property and its values within a fast evolving urbanscape.

The strategic planning for enhancing the urban landscape context of the property is not yet developed. An integrated planning and conservation process in close cooperation with the authorities of Kampala is vital. For this reason it is essential to initiate cooperation, understand the urban development issues and the planning strategies to be able to define the development opportunities and threats of the site and its context. The Management Plan proposals for establishing a regular co-ordination mechanism, which meets at, defined intervals between the World Heritage property and the city of Kampala is strongly advised.

4.3.2 Encroachment

i) Urban pressure

As the current Revised 2011 – 2015 Management Plan indicates, the sacred character of the site is threatened by the urban encroachment with shops at the borders, traffic, noise, uncontrolled traversing of the site, and remaining garbage dumping areas inside the boundaries. The entrance area suffers from traffic and neglected maintenance and does not respond to the dignity of entering a Royal domain. Inside the property the landscape is degrading, and sacred trees, mounds, and vegetation is damaged or diminished. The previous missions have pointed out measures for mitigation of the threats and management issues. The mission could reaffirm the severity of threats to the Outstanding Universal Value of the property and stresses the need for a realistic timeframe for implementing the Action Plan.

The 2011-2015 Management Plan Action Plan presents a range of measures to address present threats to the World Heritage property. The March 2012 Status Report indicates that a site survey was carried out by the Buganda Land board and is being used in the preparation of plans to address the rampant encroachment to the site.

The mission was convinced that the commitment of the local community to safeguard the site is present, the question is however to start with a few, but immediate, actions to stop the degradation of the site and encourage further involvement.

ii) Buffer zone and external pressures

The buffer zone is indicated as a 250 m zone around the boundaries of the World Heritage property and includes a regulation of height of the new development. Beyond visual impacts in the buffer zone and in the urban landscape, the changes in land-use, infrastructure and other functions can affect the values of the site. Consequently it is important to include a more comprehensive way of defining the regulations for the buffer zone, taking into consideration the intangible values and the

overall sustainability of the property. The function of a buffer zone is not only to protect the site from inappropriate development, but also strengthen and enhance its Outstanding Universal Value. The positive aspects of being in the buffer zone of a World Heritage site should be stressed; for example recognition, safety, quality of urban infrastructure and options for income.

The legal recognition of the buffer zone in the Kampala Master Plan (in the process of approval) and related by-laws should be a highest priority. The implementation of the Action Plan in this regard is urgent. The cooperation with the local authorities is facilitated by the fact that the City Council is represented in the Management Plan Advisory Committee. However, the mission did not have an occasion to meet with the City Council representatives.

4.4. Development of a risk management strategy

(Also refer to Chapter 3)

***Progress** made in the implementation of the corrective measures adopted by the World Heritage Committee on the development of a risk management strategy.*

As reported in Chapter 3.1.1 the Site Manager has received training in disaster management through the Emergency Assistance Programme, and he has since drafted a *Report on the Disaster Management Course*, within which a rudimentary risk management strategy is contained.

This strategy has however not been brought to the point where a detailed risk management plan has been written for inclusion in the Management Plan. The training of site staff has not yet commenced and it is necessary that this be completed as soon as possible, and both the current fire fighting equipment and the system that will be installed soon, to ensure optimum protection of the property with the currently available equipment, while waiting for the automatic system to be installed. The water tank has been installed, but the design of and BoQ for the detection and extinguishment system is currently still in progress, by account of the mechanical engineer ready for tender around the 21st April.

The November 2010 mission report stated that “Selected sections of the main works can also proceed, on the basis of the agreed Reconstruction Strategy and Action Plan, with the proviso that a working fire protection system is in place before reed work and thatching commences on site” – the mission urged the leadership as well as the National Technical Committee to ensure that the Design, Specification and Bills of Quantities for the fire prevention, alarm and extinguishing equipment be finalised within a fortnight to allow for the evaluation of the impact of the design as well as the appointment of a contractor and the speedy procurement, installation and testing of a suitable portion of the system (e.g. tanks and fire hydrants) that would allow protection of current flammables on the property, as well as the start-up of thatching and reed work of the *Muzibu-Azaala-Mpanga*.

4.5. Development of a capacity building strategy (Also refer to Chapter 3)

***Progress** made in the implementation of the corrective measures adopted by the World Heritage Committee on the development of a capacity building strategy*

4.5.1 Capacity building strategy

The mission acknowledges the advances made in retrieving knowledge of traditional building practice and an increased level of interest for conservation issues. However, a fully-fledged capacity building strategy is not yet in place.

The Management Plan 2011 -2015 includes specific training and capacity building activities in its Action Plan, but no overall capacity building strategy has yet been developed. The current situation, before the reconstruction project work on the site starts, provides for an opportunity for initiating capacity building for overall site management. These address issues as development planning, visitor management and site interpretation.

The UNESCO-Japan Technical Mission (2011) pointed out the urgency of securing the supply of grass and other traditional building materials. This integrated natural and cultural resource management is a long-term commitment on national level with a special focus on retrieval of traditional knowledge.

4.5.2 Capacity building of traditional crafts and resource management

The training of thatchers and the sensitization and cooperation with the custodians of the site has been initiated and the mission could witness a high level of commitment. The position of the Chief Thatcher has been elevated and the status of royal thatchers has been increased. A group of 25 young thatchers are receiving training. The mission made a suggestion to establish a guild system for all crafts, and also to identify expert crafters who can build traditional earth walls and floors and timber structures, as well as bark cloth experts.

Securing and management of supply, thatching efficiency and maintenance is in need of a national approach ensuring availability and quality of traditional building material. The traditional management of hayfields requires specific skills, which are disappearing. This larger resource management perspective could in the future result in important eco – cultural biodiversity knowledge, which could profit the nation and the region. Sharing of experience from similar traditional practices in the region is an efficient way to build up awareness and commitment.

The August 2011 mission underlined the importance of collaboration between the various groups of actors on the site which creates a spirit of collaboration. The active involvement of the architect in the training process initiated on site was very positive and should be supported in the continuing work

The mission could recognize the potentials to make Kasubi Tombs a more visible place for the continuation of traditional building and decorative crafts and to spread knowledge and training of traditional building methods.

4.5.3 Site management

The current training and capacity building activities have focused on the reconstruction project and on risk (fire) management. However, it is timely to initiate capacity management for overall site management process including facilitation and conflict management, visitor management, and integrated urban conservation and landscape conservation. The Risk Management plan, drafted by the site manager has not yet been implemented and accordingly the training of the staff has not yet started. The mission acknowledged the very positive experience of cooperation with the *Nalinnyas* and custodians and recommends finding ways to establish an appropriate way of sharing responsibilities in site management in the future.

4.5.4 Conservation documentation training

The Technical team expressed the urgent need for guidance and training in the documentation process regarding both movable and immovable heritage. These include archival of material, building a Museum database, indexing, documentation techniques, and appropriate scientific conservation approaches. The issue of documentation of intangible heritage merits a special attention and assistance from the UNESCO Intangible Committee is to be explored. The mission recommends that Uganda Museum assists with advice and that additional expert technical assistance and capacity building be procured. (See also 4.2.2)

The mission recommends looking for research cooperation with the Museum, the University of Makerere, regional and international universities. The regional conservation organizations, for example CHDA in Mombasa, Kenya can be addressed and ICCROM can provide for support in connecting with relevant institutions.

4.5.5 A research project on traditional building practice

A separate research project should be launched to identify and make an inventory of the existing tombs and their status and examples chosen to research and regain lost knowledge on the archetypal buildings and sites. The Kasubi project can be used as an incentive to launch this project.

The skills for managing resources as grass and wood (including bark cloth) will offer a unique opportunity for an integrated training in natural and cultural resources management.

The Kasubi reconstruction project has proved to attract young artisans, and more artisans are needed. The Kasubi Tombs project could be used to launch a regional vernacular training programme. Its focus can be in traditional crafts; for example bark cloth research needed on historical types, techniques as well as decoration. Further retrieval of indigenous knowledge systems related to urbanisation, royal compounds and other architectural types in historic Ganda and Central African societies could have an importance as a project of national interest as well as information source for the reconstruction of the *Muzibu-Azaala-Mpanga* and allied structures, and for the proper protection of, and richest interpretation and presentation of the World Heritage Property.

4.6. Improvement in the Role and Profile of custodians and craftsmen (Also refer to Chapter 3)

Progress made in the implementation of the corrective measures adopted by the World Heritage Committee on the improvement of the role and profile of custodians and craftsmen in relation to their knowledge of traditional practices

Like the August 2011 mission, the current mission could see the active involvement of the architect in the training process initiated on site. The thatchers were very spirited about the project, and the increase in salary and status of thatchers on the royal site had already enabled the Senior Thatcher to recruit and train 25 young (25-35 years old) new artisans. The new knowledge gained from the exposure to historic photographs of the last re-thatching, as well as of other royal palace and tomb structures, has dramatically improved the thatching quality in the remodelling of the earlier work on the *Balongo* houses.

The mission team had a private discussion with the new *Nalinnya*, to inquire about the quality of the relationship between ‘himself’ and the custodians, with the newly appointed Site manager - ‘he’ was very satisfied that there was a positive and harmonious spirit on the site.

The custodians should be invited to take an active role in the management team. Their status and responsibilities must be recognised and made visible in order to be respected within the management team and in the interpretation and presentation of the site. The due respect by the visitors and privacy must be ensured.

4.7 Implementation of earlier Recommendations for capacity building:

The mission recommends the urgency of implementing the following recommendations, which are included in the Revised Reconstruction Strategy (2011):

i) Intangible Heritage

In order to ensure that traditions and rituals are documented during the reconstruction of Muzibu-Azaala-Mpanga, traditional bearers from Buganda Kingdom will be identified and trained to document elements of intangible heritage. It is planned that the training will be facilitated by Mr. Alex Lusiba Wasswa who was trained under the UNESCO/Flemish Funds in Trust project on community based inventorying of intangible cultural heritage in Uganda. After the training, documentation will commence as the rituals are being carried out.

ii) Tangible Heritage

There will be capacity building activities for skilled workmen including thatchers, decorators, curators, engineers, architects, to enable them to manage the reconstruction process effectively. The quality standards that have to be achieved in various crafts will be clearly communicated to the craftsmen through reference to existing archival records. In addition, focal point officers from the responsible institutions in Government and Buganda will be identified and benefit from the capacity building e.g. restoration, basic conservation management.

5 Conclusions and Recommendations

1. State of conservation

The mission concludes that the property retains the values for which it has been inscribed through the upholding of traditional, intangible values during the complex reconstruction process and that there is a general increase in the vitality and overall state of conservation of the property. Due diligence is being given to achieving the indicators for removing the site from the list of World Heritage sites in Danger (adopted in Decision 35 COM 7A-17). Aspects of landscape management, site interpretation and presentation need attention and the adoption of the cultural landscape approach is suggested.

The mission recommends the following:

- further inquiry in terms of components of traditional architecture and craftsmanship related to the impending reconstruction ;
- installation of a temporary display of the tragedy and reconstruction process at the Interpretation Centre and on site;
- that all architectural elements of the remodelled *Balongo basimbiri*, *Balongo bawenda* and *Kajjaga* eventually are rebuilt to reflect traditional architectural practice;
- that the replacement of houses of custodians around the *Bujjabukula* (courtyard) be seen as the vehicle to implement and present a comprehensive knowledge of traditional architecture;
- that a design be made for a more appropriate Interpretation Centre to replace the existing;
- that an urgent work plan be drafted for the implementation of the replanting of the missing trees on the outer boundary and around the *Bujjabukula* (courtyard);
- that a strategy be drafted to develop the site as a place where Ganda traditions may be witnessed and experienced;
- that the general caretaking and landscape management be improved, especially in terms of landscape quality, termite control and rubbish removal on the periphery of the site;
- that the cultural landscape of the site be researched, consolidated, and supported by a landscape plan and urban context development guidelines;
- that the cultural landscape concept be implemented to include the larger regional context of and sources of traditional building resources for the property;
- that the Site Manager have a strong presence on site, on completion of the site office;
- that the property remains on the List of World Heritage in Danger until the adopted corrective measures and the desired state of conservation has been met.

2. Progress made in the implementation of the corrective measures adopted by the World Heritage Committee

a. Integration of results from the research project on traditional building practices of Gandan tombs in the Reconstruction Strategy for *Muzibu-Azaala-Mpanga*;

There have been positive advances in knowledge on traditional Gandan building processes and royal architecture from the drafting of the Reconstruction Strategy onwards, but there are still lacking aspects.

The mission recommends:

- that there is need for a systematic taxonomy of type, form, order, detail of royal Ganda architecture to act as basis for the substantiation of decisions on the reconstruction and the

execution of detail of the *Muzibu-Azaala-Mpanga*;

- that the repair and maintenance at Wamala be utilized for maximum training, experimentation and testing for the Kasubi Reconstruction;
- that the Kasubi project be the catalyst for a wider study of the systems involved in the making of traditional Ganda architecture and royal heritage places, inclusive of their sustained maintenance and conservation.

b. The restoration project of the *Muzibu-Mzaala-Mpanga*, including the documentation of the process, materials and their sources and associated ceremonies;

The mission acknowledges the high quality input by the project-coordinator as well as a steady, deliberated build-up towards the actual reconstruction via research, capacity building, documentation as well as the pilot restoration project at Wamala. The restoration has advanced slower than anticipated due to the increased research component and the attachment of the Wamala restoration works to the *Muzibu-Mzaala-Mpanga* project; however the advantages outweigh the delay in time. The documentation process is experiencing minor obstacles to a lack of technical capacity for systemized documentation in general, and also due a lack of sensitization on the side of the actors in the traditional knowledge system regarding the need for the recording of intangible processes. The project components on the critical path components must be carefully managed, and the project coordinator must be capacitated and better resourced.

The mission recommends;

- that a revised project timeline be drafted to reflect delays and additions to the project;
- that the Reconstruction Strategy be regularly updated to reflect new insights, substantiation and decisions;
- that the commission of the project coordinator be increased to allow more time for the Wamala and Kasubi projects;
- that the documentation project be intensified and systemized;
- that there must be capacity building in terms of the documentation and archiving process;
- that there is increased sensitization from the side of the traditional leadership regarding the need for suitable and acceptable recording of intangible components of the restoration.

c. Development of the Master Plan for the property and identified measures to address encroachment and alterations to traditional buildings as well as proposed protection mechanisms;

The mission identifies an urgent need for the drafting of a Master Plan for the Kasubi World Heritage property in order to direct positive development of the property, assist the conversion of contemporary structures to have a more appropriate architectural response, to integrate the property in a robust urban environment and enhance its integrity, as well as to implement measures to stop encroachment on the property.

The mission recommends:

- that a comprehensive Master Plan will be developed for the whole property
- that the Action Plan of the Management Plan 2011-2015 regarding the development and implementation of buffer zone regulations and guidelines will be initiated without delay in close cooperation with the City Council, including
 - the elaboration of a clear and concise definition of the function of the Buffer Zone including overall considerations of the tangible and intangible attributes of the Outstanding Universal Value.
 - a close cooperation with the local authority in order to achieve the legal recognition of the Buffer Zone in urban development plans and to raise awareness about the goals of the management plan
 - the move forward with the tree planting which will demarcate the boundaries of the

property clearly for all

- that a site interpretation and public awareness program about the Kasubi Tombs reconstruction and the overall significance of the site will be initiated

d. Development of a risk management strategy;

The site is currently vulnerable because the new fire detection and extinguishing system has not yet been procured and installed. The delay in the delivery of the UNESCO-Japan (2012) report to the State Party has slowed the finalization of decisions on this component of the works. The design, specification and BoQ of the new fire detection and extinguishing system (to be complete at the end of April 2012) is on the critical path of the Reconstruction.

The mission recommends:

- that staff training on disaster risk management be completed as soon as possible;
- that a detailed risk management strategy be drafted, included in the management plan, and implemented;
- that a suitable alternative system of fire prevention and extinguishing be in place while the mechanical system is being installed;
- that an appropriate component of the new fire protection system, appropriate to the level of threat, be in place before reed work and thatching commences on the *Muzibu-Azaala-Mpanga*;
- the fire protection component must receive priority attention.

e. Development of a capacity building strategy,

The mission acknowledges the advances made in retrieving knowledge of traditional building practice and an increased level of interest for conservation issues. However, a fully-fledged capacity building strategy is not yet in place.

The mission recalls the urgency in implementing the earlier recommendations on capacity building regarding intangible and tangible heritage (Revised Reconstruction Strategy 2011, see Chapter 4.7.).

The mission recommends:

- that the development of a capacity building strategy for the overall management of the property including conservation documentation, visitor management, integrated heritage development and landscape restoration will be commenced
- that possibilities to initiate a national and regional research project on biodiversity management and traditional resource management practice in cooperation with universities including options for starting an integrated training programme in natural and cultural resources as a pilot program in the region should be explored.
- that documentation and archival of tangible and intangible heritage skills will be developed by cooperation with Uganda Museum and Makerere University with support of regional heritage training centres, for example CHDA in Mombasa.

f. Improvement of the role and profile of custodians and craftsmen in relation to their knowledge of traditional practices

The mission acknowledges a very positive improvement of the role and profile of custodians and craftsmen in relation to their knowledge of traditional practices, which should be consolidated and supported, in further site management.

The mission recommends:

- a formal agreement about an appropriate way of sharing the management responsibilities with the custodians and Nalinnya in site management during and after the reconstruction works;

- efforts to be made to make the custodians' role and responsibilities more visible on the site, for visitors and in all site management activities, respecting privacy and integrity;
- ensuring continuous support for the ongoing training of thatchers and secure resources for the training of other related traditional building practices;
- the consideration of developing a qualification system or other appropriate certification of skilled craftsmen in order to enhance the status and visibility of traditional crafts.

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Annexure 6.1

Terms of Reference for the Joint UNESCO WHC/ICOMOS Reactive Monitoring Mission to Tombs of Buganda Kings at Kasubi, Uganda (C 1022)

In accordance to **Decision 35 COM 7A.17** (see below, next page) adopted by the World Heritage Committee at its 35th session (UNESCO, 2011), the reactive monitoring mission shall fulfil the following tasks:

1. Carry out a comprehensive assessment of the **state of conservation** of the World Heritage property;
2. Evaluate the **progress** made in the implementation of the corrective measures adopted by the World Heritage Committee, in particular;
 - a. Integration of results from the research project on traditional building practices of Gandan tombs in the Reconstruction Strategy for Muzibu-Azaala-Mpanga;
 - b. Rate of progress in the restoration project of the Muzibu-Mzaala-Mpanga, including the documentation of the process, materials and their sources and associated ceremonies;
 - c. Development of the Master Plan for the property and identified measures to address encroachment and alterations to traditional buildings as well as proposed protection mechanisms;
 - d. Development of a risk management strategy;
 - e. Development of a capacity building strategy,
 - f. Improvement of the role and profile of custodians and craftsmen in relation to their knowledge of traditional practices
3. Prepare a joint mission report, in English or French, incorporating the above findings and recommendations of the Reactive Monitoring Mission for review by the World Heritage Committee at its 36th session. The report should follow the attached format and should be submitted the UNESCO World Heritage Centre and ICOMOS Headquarters in hardcopy and an electronic version.

Decision: 35 COM 7A.17

Tombs of Buganda Kings at Kasubi (Uganda) (C 1022)

The World Heritage Committee,

1. Having examined Document WHC-11/35.COM/7A.Add,
2. Recalling Decision **34 COM 7B.53**, adopted at its 34th session (Brasilia, 2010),
3. Welcomes the revised Reconstruction Strategy as the basis for the reconstruction of the Muzibu-Azaala-Mpanga, recognises the collaborative efforts that have achieved it, and considers that the Strategy should include the results of a research project to collect documentation on the traditional building practices of the other Ganda tombs that will inform the detailed plans;
4. Requests the State Party to submit to the World Heritage Centre for review by the Advisory Bodies before any work commences, details of the fire prevention plan for the whole property as well as final reconstruction drawings for the Muzibu-Azaala-Mpanga;
5. Also considers that following review of the fire prevention plan by the Advisory Bodies, work can commence with site clearing and emergency measures to protect the property, including the installation of fire protection;
6. Also welcomes the emerging interest in reviving traditional knowledge and skills related to building construction, and notes the crucial role to be played by master craftsmen in the reconstruction project;
7. Also notes the poor state of conservation of the overall property and urges the State Party to develop an overall Master Plan for the property as a matter of urgency in order to address threats to integrity and authenticity arising from encroachment and alterations to traditional buildings, and to submit this Plan to the World Heritage Centre, for review by the Advisory Bodies;
8. Further notes the decision by the Baganda Kingdom to halt plans for developing 40 acres of the property, which could have impacted irreversibly on the Outstanding Universal Value of the property, and also urges the State Party to put in place strong protection mechanisms for the property as a whole to ensure that the farmland is not developed;
9. Adopts the following Desired state of conservation for the removal of the property from the World Heritage List in Danger:
 - g) Completion of appropriate reconstruction of the Muzibu-Azaala-Mpanga, including an effective and appropriate fire protection system and taking into account the results of a survey of the traditional building practices of the other Ganda tombs, and the restoration of the related buildings associated with Ganda craftsmen,
 - h) Existence of a disaster risk management strategy including installation of an effective fire protection system for the whole of the property,
 - i) Measures in place to ensure the vitality of the property is sustained through the transfer of knowledge to future generations,
 - j) Conservation of the key attributes of the overall property, including fences and boundary trees, and the removal of inappropriate buildings,
 - k) Management structures in place to ensure that the custodians and craftsmen have appropriate living and working conditions,
 - l) Adoption of an overall Master Plan for the property;
10. Also adopts the following corrective measures and timetable, in order to restore the integrity and authenticity of the property, following the destruction of the Muzibu-Mzaala-Mpanga, and meet the Desired state of conservation:
 - a) Initiate a research project to document traditional building materials and techniques of Ganda tomb buildings,
 - b) Reconstruct the Muzibu-Mzaala-Mpanga and fully document the process, including details of all materials and their sources and associated ceremonies and make this material publically available – End 2012,
 - c) Prepare a Master Plan for the overall property for the phased removal of inappropriate buildings, the restoration of other buildings and the reinstatement of fences and boundary trees – June 2012,
 - d) On-going implementation of the Management Plan over a two-year period,
 - e) Improve the role and profile of custodians and craftsmen in relation to their knowledge of traditional practices - December 2011,
 - f) Develop and fully implement a disaster risk management strategy,
 - g) Develop a capacity building strategy;
11. Also requests the State Party to invite a joint World Heritage Centre/ICOMOS/ICCROM reactive monitoring mission to assess progress in the restoration project and in the implementation of all the corrective measures;
12. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2012**, an updated report on the reconstruction project, and issues mentioned above, for examination by the World Heritage Committee at its 36th session in 2012;
13. Decides to retain Tombs of Buganda Kings at Kasubi (Uganda) on the List of World Heritage in Danger.

Annexure 6.2

ITINERARY AND PROGRAMME

DATE	TIME	ACTIVITY	VENUE
SUNDAY 1 APRIL	19:00 – 23:00	ICOMOS and ICCROM members arrive	Entebbe airport
MONDAY 2 APRIL	09:10:00	Courtesy call to Mr. Augustine Omare-Okurut, Sec Genl of the Uganda National Commission for UNESCO	UNATCOM offices
	10:30-12:00	Courtesy call to <i>Owek</i> . John Baptist Walusimbi Kattikiro of the Baganda Kingdom	Bulange Mengo
	14-15:00	Courtesy call to Hon. Ephraim Kamuntu, Minister of Tourism, Wildlife and Heritage	Ministry
	Afternoon/evening	Mission team discussion	Quarters
TUESDAY 3 APRIL	09-12:00	Site visit to Kasubi Tombs	Tombs of Buganda Kings at Kasubi World Heritage site
	14:30-17:00	Site visit to Wamala tombs	Wamala
	Evening	Mission team working session	Quarters
WEDNESDAY 4 APRIL	09-12:30	Working meeting with national Technical Committee	Uganda Museum
	14:00-17:00	Working meeting with Buganda Technical Committee	Uganda Museum
	Evening	Mission team working session	Quarters
THURSDAY 5 APRIL	09:00-12:30	Mission team working session and retrieval of all remaining documents/comments/interviews	Uganda Museum/quarters
	14:00-16:00	Debriefing the <i>Katikiro</i>	Bulange Mengo
	Note:	Due to an engagement in the north of the country the Min Tourism, Wildlife and Heritage had to cancel the planned debriefing session for the Ministry	
	18:00	Departure Katri Lisitzin ICCROM	Entebbe airport
FRIDAY 6 APRIL	04:00	Departure Karel Bakker ICOMOS	Entebbe airport

Annexure 6.3

COMPOSITION OF MISSION TEAM

Ms Katri Lisitzin, representing **ICCROM**.

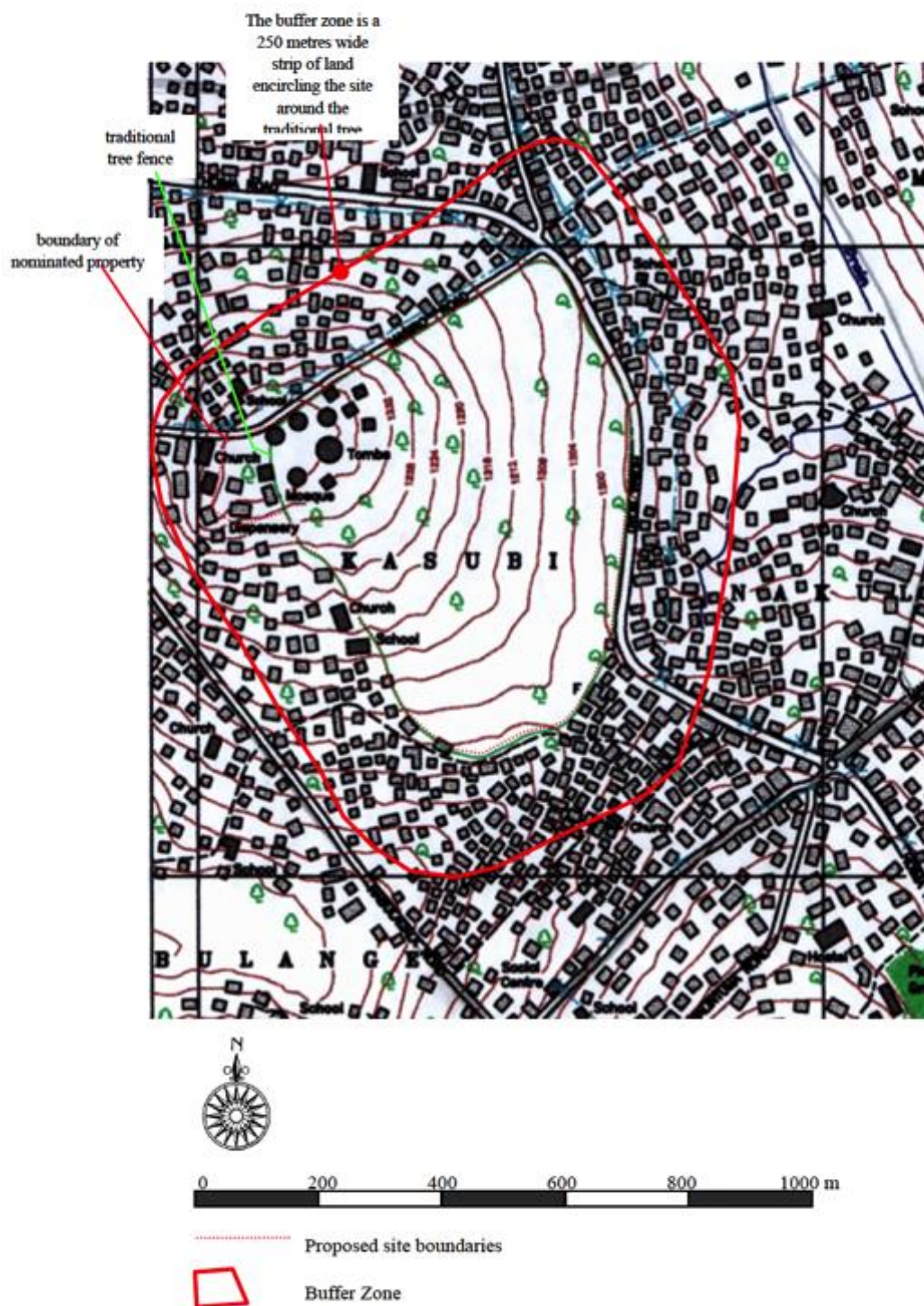
Prof Karel A Bakker, representing **ICOMOS**.

Annexure 6.4

MAP 1 (Source: <http://whc.unesco.org/en/list/1022/documents/>)

Boundary of nominated property and buffer zone.

Plan scale 1/10 000



MAP 2 (Source: August 2011 Status Report, in Aug 2011 Mission Report)

Please note the use of the term 'Master Plan' for the surveyed Site Plan of a portion of the site. The concept of a Master Plan is dealt with in this Mission Report.

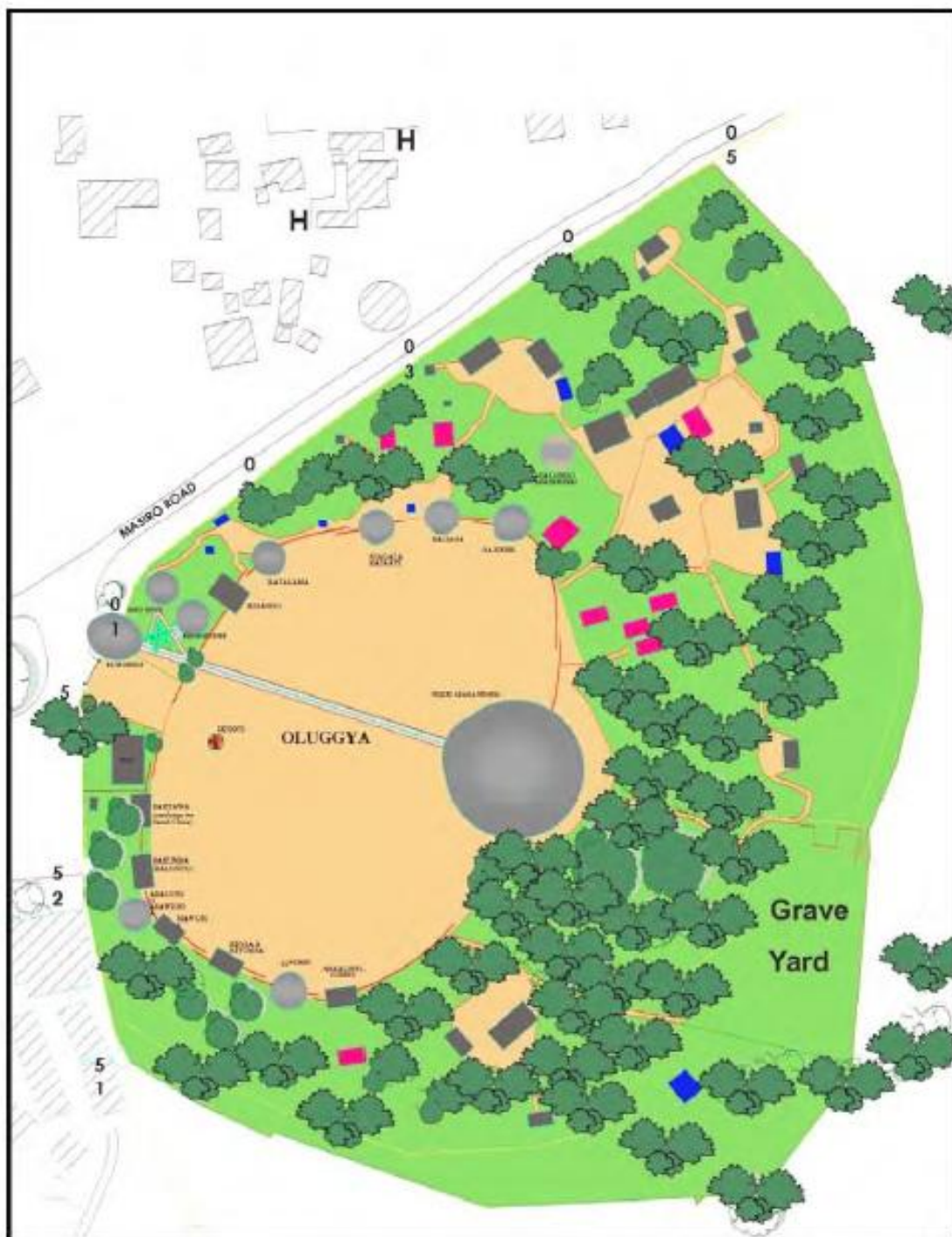


Fig. 1 master plan of the Kamubi Royal Tombs

Annexure 6.5

DUTIES OF THE ACTORS IN THE MANAGEMENT OF THE 'TOMBS OF BUGANDA KINGS AT KASUBI' WORLD HERITAGE PROPERTY

The following is taken from the 2011-2015 Management plan (2011:)

Kabaka

Ssabasajja the *Kabaka* is responsible for:

- Appointing the Minister for Royal Tombs, Heritage and Tourism
- Appointing the *Nalinnya* of the Kasubi Tombs site
- Appointing the *Nalinnya* and supervising her activities

Katikkiro of the Buganda Kingdom (Prime Minister)

The *Katikkiro* is responsible for:

- Coordinating the various Ministers involved in the conservation and promotion of Buganda culture
- Raising funds for the *Buganda* sites, including the Kasubi Tombs
- Calling the members of the advisory body for meetings every 6 months after the launching of the new management system, more frequent meetings will be necessary at the beginning.
- Ensure that the special account for Kasubi Royal Tombs be controlled by both Buganda Kingdom Treasurer and Kasubi Site management Committee and be signatory to the account

Minister for Royal Tombs, Heritage and Tourism

The Minister for Royal Tombs, Heritage and Tourism and his cabinet staff are responsible for:

- Ensuring efficient administrative and technical management of the site
- Collaborate with *Nalinnya* Muteesa I of Kasubi tombs, the *Katikkiro* and *Omuwanika* to operate the independent account for Kasubi Royal Tombs
- Transferring decisions taken by the advisory committee to the site
- Coordinating the various partners who have a role to play
- Ensuring that the gate fees are transferred to the *Gwanika* (Treasurer)
- Establishing the allowances for the staff of the site
- Controlling budgets prepared by the site technicians and Account's Assistant
- Ensuring that funding is released on time for the purchase of materials and repairs on the roofs and other physical assets
- Appointing the Accounts Assistant at Kasubi
- Ensuring that the sales of the promotional materials is done in a sustainable manner, and that money is kept aside for reprinting
- Ensure that donor funding to the *Bwanika* is properly used and accounted for

The Kasubi Management Committee

The Kasubi management committee gathers site custodians with the Accounts Assistant and representatives of the Ministry of Royal Tombs, Heritage and Tourism. The Kasubi management committee is responsible for:

- Coordinating activities within the boundaries of the site
- Settling internal conflicts
- Ensuring the welfare of the custodians
- Ensuring that the traditional norms and customs are performed and respected
- Ensuring the integrity and authenticity of the site such is maintained
- Ensuring the health of the site

Nalinnya Muteesa I

The *Nalinnya* is the spiritual guardian and chief custodian of the site. She supervises and co-ordinates the other *Nalinnya*.

Nalinnya Mwanga II, Nalinnya Daudi Chwa II, Nalinnya Muteesa II

The 3 other *Nalinnyas* are overseeing the activities and duties performed by the custodians related to the respective *Kabakas*. They are also invited to sit in the advisory committee to raise major issues which relate to their part of the site.

The *Katikkiro* Kasubi

The *Katikkiro* at Kasubi assists the *Nalinnyas* at the site management level and help them to perform their duties. Being constantly present on site, he plays an important coordinating role.

He should organise day to day management activities and ensure effective coordination at Kasubi site

He should be oriented with technical knowledge and management skills.

The wives of the *Kabakas* at Kasubi

The wives of the deceased *Kabakas* are constantly looking after the Royal tombs. The widows of the deceased Kings maintain the floor mats of the great hut and some of the *Kabakas'* objects displayed in it. The building is shared in small areas and each of the widows is in charge of a specific place. Their work includes cleaning and weaving mats. They also perform a series of traditions which are essential to the survival of the spiritual life of the site.

The clans, Kasubi

The two main clans involved in the repairs of the building are the *Ngeye* clan (colobus monkey) in charge of the thatching, and the *Ngo* clan (leopard) producing and maintaining the bark cloth. The head thatcher is responsible for monitoring the roofs and supervising the works. His responsibility is to prepare the list of materials and workmanship required to carry out his duties, and supervise the implementation of repair works. He should also work with the museum conservators when they visit the site for regular monitoring (quarterly). The monitoring reports are then prepared and distributed to the stakeholders.

Accounts assistant

The accounts assistant, appointed by the Minister of Royal Tombs, Heritage and Tourism is responsible for:

- Ensuring that gate fees are well collected and accounted for
- Expenses at the site are under control
- Preparing budgets based on the conservation needs expressed by the site technicians
- Forwarding the budgets to the Ministry for approval
- Preparing financial reports of all activities implemented at the site
- Informing the Ministry when reproduction of promotional materials is required

The guides

The guides are responsible for:

- Managing the visitors, to ensure that they are channelled at the right places
- Providing the necessary information to visitors on every aspect of the site
- Informing the visitors about the importance of the various custodians
- Discussing with the surrounding population to sensitize them on the importance of the site

The advisory body

The advisory body is a group of experts and professionals from different fields who meet twice a year to :

- Discuss the proposed developments at the site
- Follow up the implementation of the management plan and adjust the action plans for the year to come
- Ensure that the basic rules on conservation are respected
- Discuss and suggests solutions to problems which may arise

The advisory body is open to experts on all relevant fields depending on the major issues to be discussed. Professionals from the Town Council and other relevant organisations such as the Fire Brigade can contribute. Meetings of the advisory body are called by the *Katikkiro* of the Buganda government. Special meetings can be called if an urgent issue has to be discussed, or if a disaster has occurred or is about to occur.

The Central Government through Ministry of Tourism, Trade and Industry

Department for Museums and Monuments

The roles be limited to supervisory and advisory activities only.

It is responsible for:

- Ensuring legal protection of the national heritage site
- Sensitizing the public on the values of heritage
- Making the Heritage alive
- Monitoring the Kasubi site quarterly, and distributing the monitoring reports to the Members of the Advisory Committee
- Carrying out impact assessments whenever a new project is proposed
- Writing and sending periodic monitoring reports to UNESCO World Heritage Centre every 5 years, as requested in the convention or as may be requested
- Informing the UNESCO World Heritage Centre in case of site alterations
- Ensuring that the site values are maintained
- Providing technical advice to the custodians and to the Buganda Minister of Royal tombs, Heritage and Tourism through the Advisory committee
- Sourcing expertise and national or international assistance when needed
- Help with the production of education materials (booklets, articles...)

Makerere University

Is responsible for:

- Encouraging students to carry out research on the Kasubi Tombs
- Providing advice concerning the history, architecture and other fields of expertise to the custodians and to the Buganda Minister of Royal tombs, Heritage and Tourism through the Advisory committee
- Carry out research on the site through faculties and researchers
- Publishing scientific articles on the Kasubi Tombs and other cultural sites

UNESCO

Is responsible for:

- Keeping records on the site
- Promoting the site and its values (World Heritage Web site / publication / newsletter)
- Disseminating information on the universal values of the site
- Providing guidance on proposed projects. It is highly recommended to send all major project proposals concerning the property to the World Heritage Centre for comments before implementation
- Monitoring the state of conservation of the site (Periodic monitoring every 5 years) to ensure that the values which brought the site on the World Heritage List are maintained
- Can provide technical assistance in some specific cases (conservation, site interpretation plans, etc...)

UNESCO is not responsible for the conservation as the site belongs to the state party.

ICOMOS, ICCROM, CRAterre

ICOMOS is the advisory body to UNESCO and plays a major role in ensuring that the values of the World Heritage Site are maintained. ICCROM and CRAterre through Africa 2009 program assisted the preparation of the first Management Plan 2000 and the current one.

The management committee should continue to liaise with ICCROM, ICOMOS and CRAterre as well as the African World Heritage Fund programme in order to obtain advice and assistance from external experts.

ANNEXURE 6.6

PHOTOGRAPHS

- i) *The Mission site visit to Wamala on 3 April 2012*
- ii) *The Mission site visit to Kasubi on 3 April 2012*

SITE VISIT 3 APRIL: KASUBI TOMBS



The Mission is greeted by a custodian and the Head of the Royal Clans Mr M Kayima. The entrance building retains a high degree of authenticity.



The architect J Msubungu introduces the Mission to *Nalinnya* Tebattagwabwe, Mr K David and Head of the Royal Clans Mr M Kayima.



The visual prospect towards the tombs from the entrance. The slope towards the tombs causes storm water ingress.



The custodian greets the *kabakas* in preparation for the site inspection. This site has been completely stabilised and dignified shelters were provided for the *kabakas*.



The architect explains the Mission to the *Nalinnya* Tebattagwabwe, after which the Mission was blessed.



The two RC columns just inside the entrance, recently approved by the Mediums for testing of the foundations.



The outer wall of the tombs showing the condition of the cement plaster – note the structure had no RC ring beam.



The temporary timber *sarcophagi* and tarpaulin covers for tombs of the *kabakas*.



The apron of the Tombs.
Note position of outer columns.



The outer wall of the Tombs.



The emergency reed fence around the Tombs.
Note large trees around Tombs – missing trees to be replanted.



The Visitor Centre where the temporary exhibition will be installed.
Note the high visual impact on the site.



A Twin (*balongo*) House with house of a custodian remodelled in the 1960/70's.



The Twin (*balongo*) House in 2010



The recently rethatched Twin House
achieving a more traditional effect.



Wall of *balongo* still in brickwork.



The first thatching attempt at the
Twin (*balongo*) House in 2010



The recently rethatched Twin House.



Senior thatcher Mr Kawooya
(right), his son and another thatcher



Detail of the new emergency reed and steel fence.



The emergency inner fence around the inner circle of buildings.



The gardens behind the Tombs, with new reed fence in background.



The custodian shows the mound where the *kabaka* would look out over the countryside, and the holy grove.



Rubbish dumped on the western boundary of the property – there is a decrease from the 2010 Mission.



The landscape on the south side of the agricultural area. Note paths crossing the site and rubbish on the boundary.



The loss of 120 Fig Trees (historical boundary of the site) diminishes legibility of the boundary and stimulates easy encroachment onto the property.



Access to property on the site boundary. Note the concrete block wall, and encroachment of shops and billboards.



View of the Toilet Block and water tank as it was in 2010 – the building inappropriately faced the Tombs.



The Toilet Block has been remodelled as site office for the Reconstruction works (Note water tank removed).



The existing Interpretation Centre is earmarked for the temporary exhibition on the reconstruction. This building is to be demolished in time and the function relocated.



The Emergency Assistance Programme funded the Emergency Documentation Project for artefacts recovered from the fire. The artefacts are professionally inventorised and securely stored in the Interpretation Centre store room.



The new World Heritage sign at the roadside. Note the large remaining tree. This area needs to be revitalised.



The entrance building is on the roadside. The Buffer Zone extends 250 meters from the roadside. The approach to the site and a framework for the management of the Buffer Zone needs consideration.

SITE VISIT 3 APRIL: WAMALA TOMB

Aug 2011 Mission



The approach to the Tomb in Nov. 2010 – note severely damaged thatch and structure.



The condition at the entrance in Nov. 2010.



The outer wall in Nov. 2010.



The state of the roof structure and columns in Nov. 2010.

Apr 2012 Mission



The approach to the Tomb 3 April 2012 – note repaired steel structure.



The state of new works on the entrance area.



The state of new works on the outer wall: Reinforcement for the new RC ring beam.



The RC columns have received steel caps. The steel roof elements have been straightened and refitted.

Aug 2011 Mission



The sacred space and grass ceiling in Nov. 2010.



The outer columns in Nov. 2010.



The interior in Nov 2010. Note RC columns and timber columns as at Kasubi.

Apr 2012 Mission



The repaired steel structure – the new ceiling will hang from the structure. Note the portion of the old ceiling that remains on site during the repair and maintenance works.



Preparing for the new outer columns.



The main structure of RC columns and curved steel beams. The Mission noted concern about the shallow roof incline.



The new steel caps and beam connection.



The complete steel roof structure – the temporary cross bracing between RC columns is to be removed as soon as the roof bracing has been fitted.



Recovered building materials.



Recovered reed screens and sliding doors are kept in the open. The Mission urges that these valuable remains be safely stored.



Termite ant hill near the Tomb. Also, a termite nest removed from old thatch. A clearly visible ant nest near the entrance of the Tomb. The Mission urges that the site be cleared of termites and a regular eradication program followed.