



United Nations  
Educational, Scientific and  
Cultural Organization

Organisation  
des Nations Unies  
pour l'éducation,  
la science et la culture

# World Heritage Patrimoine mondial

**39 COM**

Paris, 15 May / 15 mai 2015  
Original: English

UNITED NATIONS EDUCATIONAL,  
SCIENTIFIC AND CULTURAL ORGANIZATION  
ORGANISATION DES NATIONS UNIES  
POUR L'EDUCATION, LA SCIENCE ET LA CULTURE

CONVENTION CONCERNING THE PROTECTION OF THE WORLD  
CULTURAL AND NATURAL HERITAGE

CONVENTION CONCERNANT LA PROTECTION DU PATRIMOINE  
MONDIAL, CULTUREL ET NATUREL

WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL

Thirty-ninth session / Trente-neuvième session

Bonn, Germany / Bonn, Allemagne  
28 June – 8 July 2015 / 28 juin – 8 juillet 2015

**Item 7 of the Provisional Agenda:** State of conservation of properties inscribed on the World Heritage List and/or on the List of World Heritage in Danger.

**Point 7 de l'Ordre du jour provisoire:** Etat de conservation de biens inscrits sur la 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) (C 1022)  
Tombes des rois du Buganda à Kasubi (Ouganda) (C 1022)

4-6 February 2015

This mission report should be read in conjunction with Document:  
Ce rapport de mission doit être lu conjointement avec le document suivant:

WHC-15/39.COM/ 7A.Add



**REPORT ON THE JOINT UNESCO/ICOMOS/ICCROM REACTIVE MONITORING  
MISSION TO TOMBS OF THE BUGANDA KINGS AT KASUBI  
(REPUBLIC OF UGANDA)  
04 - 06 February 2015**



United Nations  
Educational, Scientific and  
Cultural Organization



World  
Heritage  
Convention



International Council on  
Monuments and Sites  
Conseil International  
des Monuments et des Sites



## TABLE OF CONTENTS

<b><u>1</u></b>	<b><u>BACKGROUND TO THE MISSION</u></b>	<b><u>1</u></b>
<b><u>2</u></b>	<b><u>NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY</u></b>	<b><u>7</u></b>
<b><u>3</u></b>	<b><u>IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS AND ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY</u></b>	<b><u>11</u></b>
<b>3.1</b>	<b>MANAGEMENT EFFECTIVENESS</b>	<b>11</b>
<b>3.2</b>	<b>FACTORS AFFECTING THE PROPERTY:</b>	<b>13</b>
<b>3.3</b>	<b>MASTER PLAN</b>	<b>18</b>
<b>3.4</b>	<b>TOURISM</b>	<b>19</b>
<b>3.5</b>	<b>STATE OF CONSERVATION</b>	<b>20</b>
<b><u>4</u></b>	<b><u>CONCLUSIONS AND RECOMMENDATIONS</u></b>	<b><u>25</u></b>
<b>4.1</b>	<b>SUMMARY OF FINDINGS</b>	<b>25</b>
<b>4.2</b>	<b>RECOMMENDATIONS FOR ANY ADDITIONAL ACTION TO BE TAKEN BY THE STATE PARTY, INCLUDING DRAFT RECOMMENDATIONS TO THE WORLD HERITAGE COMMITTEE</b>	<b>25</b>
<b>4.3</b>	<b>RECOMMENDATION AS TO WHENEVER FURTHER ACTION IS NEEDED, WITH CLEAR BENCHMARKS INDICATING THE CORRECTIVE MEASURES TO BE TAKEN IN ORDER TO IMPROVE THE STATE OF CONSERVATION AND MANAGEMENT OF THE PROPERTY</b>	<b>26</b>
<b>4.4</b>	<b>RECOMMENDATION AS TO WHETHER THE LEVEL OF THREATS TO THE PROPERTY WARRANTS THE PROPERTY BEING PLACED ON THE LIST OF WORLD HERITAGE IN DANGER</b>	<b>27</b>
<b><u>5</u></b>	<b><u>ANNEXES</u></b>	<b><u>28</u></b>
<b>A1.</b>	<b>2015 JOINT UNESCO ICOMOS ICCROM REACTIVE MONITORING MISSION TERMS OF REFERENCE</b>	<b>29</b>
<b>A2.</b>	<b>COMPOSITION OF MISSION TEAM</b>	<b>31</b>
<b>A3.</b>	<b>ITINERARY AND PROGRAMME</b>	<b>31</b>
<b>A4.</b>	<b>MAPS (MOST RECENT MAPS OF THE BOUNDARIES OF THE PROPERTY)</b>	<b>33</b>
<b>A5.</b>	<b>DECISIONS OF THE WORLD HERITAGE COMMITTEE</b>	<b>34</b>
<b>A6.</b>	<b>TERMS OF REFERENCE FOR THE BUGANDA KINGDOM HERITAGE AND TOURISM BOARD</b>	<b>35</b>
<b>A7.</b>	<b>PHOTOGRAPHS AND OTHER GRAPHICAL MATERIAL (SHOWING ISSUES OF INTEGRITY)</b>	<b>40</b>

## **ACKNOWLEDGEMENTS**

The team members of the Joint UNESCO World Heritage Centre, International Council on Monuments and Sites (ICOMOS) and International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) Reactive Monitoring Mission extend their thanks to the State Party of the Republic of Uganda, and in particular to Ambassador Patrick Mugoya the Permanent Secretary Ministry of Tourism, Wildlife and Antiquities for the warm welcome extended to our Mission team. Heartfelt thanks are extended to Commissioner Rose Nkaale Mwanja of the Uganda Department of Museums and Monuments who developed a comprehensive schedule that included meetings with relevant stakeholders and guided visits of the property. During these meetings and on-site visits, the Mission greatly benefited from the information and kind cooperation provided by the site curator for the Department of Museums and Monuments, Remigius Kigongo, Conservator, Sites and Monuments.

The Mission had the further privilege of meeting with Mr. Augustine Omare-Okurut, Secretary General of the Ugandan National Commission for UNESCO who provided valuable additional insights.

The Buganda Kingdom too was most welcoming to the mission. For this we would like to extend our thanks to the Katikkiro of the Buganda Kingdom, Katikkiro Charles Peter Mayiga. We wish to extend our heartfelt thanks for his time and candid discussion.

An on-site meeting and walk-about was held in conjunction with the Buganda Kingdom's Reconstruction Committee, led by its Chairperson, Mr. Kadu Kiberu, who also attended the high-level meeting of the mission with the Katikkiro.

We wish to extend our sincere thanks to the Nalinnya of the Tombs of the Buganda Kings at Kasubi for facilitating the Mission visit to the property.

Mr. Jonathan Nsubunga, project architect for the reconstruction process, was indispensable to the mission, not only in providing technical information but also in presenting visions for the future of the property.

We would also like to credit the 2014 CRAterre Evaluation Report, the 2014 ICOMOS Advisory Report, and the June 2014 UNESCO/Japan Mission towards the Reconstruction of Tombs of Buganda Kings at Kasubi for the valuable background information these provided.

## **EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS**

The Joint UNESCO World Heritage Centre, International Council on Monuments and Sites (ICOMOS) and International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) Reactive Monitoring Mission visited the Republic of Uganda and the Tombs of the Kasubi property from 4-6 February 2015.

The mission was able to assess the status of conservation of the property as well as progress on the reconstruction process for the Mazibu Azaala Mpanga through meetings with the State Party, representatives of the Buganda Kingdom and site visits to the Tombs of the Kasubi Kings. During their visit the Mission also discussed the progress made in the reconstruction process. The reconstruction process was underway, but unfortunately quite delayed. The management processes for the whole property needs to be re-assessed for both the period of construction and for the post-reconstruction period. The whole property is under development pressure; both from internal and external sources. It is essential that a new Management Plan be formulated for the entire property and this should include the new governance structures developed from within the Buganda Kingdom.

The Mission finds that:

- Work must continue with due diligence on the reconstruction of the Mazibu Azaala Mpanga and a new realistic, revised reconstruction project timeline, with clearly defined benchmarks, needs to be developed urgently and submitted to the World Heritage Centre for review by the Advisory Bodies, as well as copies of detailed reconstruction plans and proposals.
- The National Technical Committee should be re-convened and meet regularly. It should have permanent representation on the Buganda Kingdom's Reconstruction Committee and Heritage and Tourism Board and be involved in and informed of decisions in regard to reconstruction and other issues on site in conformity with the safeguarding of the OUV of the property.
- The State Party is urged to increase its regular communication regarding the property and potential developments that might impact on the property with the World Heritage Centre in accordance with paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention.
- It is of the utmost importance to stop ad-hoc development on the property and to develop an integrated Master Plan (as requested by the World Heritage Committee since 2012) before proceeding with any new interventions, including the provision of a reservoir and a fire-fighting system, alterations to the entrance, implementation of a visitor route or development of tourism facilities such as restaurants, and the widening of the road. The draft Master Plan should be submitted to the World Heritage Centre for comments by the Advisory Bodies and UNESCO, prior to finalization. Should any of these or other individual components be implemented before the draft Master Plan has been submitted to the World Heritage Centre, these should be submitted for comment individually.

- As an interim measure it is also of the utmost importance for the existing Management Plan, 2010-2015, to be updated to reflect new management structures, to clarify the roles of the various management stakeholders, and also to develop a common vision and goals for the property.
- A disaster risk management plan should be developed and integrated into the overall management plan to ensure that all potential disaster hazards are assessed and mitigation measures developed.
- A tourism management plan should be developed and integrated into the overall management plan to ensure that tourism is developed without negative impacts on the OUV of the property. No tourism development should be carried out prior to the completion of the plan.
- Plans for the widening of the Masiro Road must be re-assessed, so that the proposed widening does not encroach on the Property, and the revised plans submitted to the World Heritage Centre for review.
- Plans for reversing the 1960-70's alterations to the custodian houses, should be submitted to the World Heritage Centre for review, as requested by the 2012 Mission

The State Party is also recommended to undertake the following as a matter of urgency:

- Implement a strategy for communication with the World Heritage Center under paragraph 172 of the Operation Guidelines which will include communication between the Buganda Kingdom (Reconstruction Committee and Heritage and Tourism Board) and the Ministry of Antiquities, Wildlife and Tourism of the Republic of Uganda.
- Halt any non-urgent construction on site. Urgent construction not to be halted are the:
  - Reconstruction of the Mazibu Azaala Mpanga
  - Restoration of the Bujjabukula
  - Implementation of an archaeological survey before the urgent construction of the fire prevention system.
  - Reassess the design of the planned fire system and submit these plans for review to the World Heritage Center.
- Submit for the record a comprehensive site plan to the World Heritage Centre showing all structures on site, indicating their date of construction as far as is ascertainable.
- Proceed with the process of developing and appropriate master plan for the site.
- Ensure that plans for the widening of Masiro Road are amended.
- Communicate the detail plans and timeframes for the Reconstruction of the Mazibu Azaala Mpanga and the restoration of the Bujjubukula to the World Heritage Centre.
- Compile into a single report the conclusions on the research undertaken into (and survey of) traditional Ganda architecture and submit this to the World Heritage Centre.

- Compile the reconstruction documentation for the Mazibu Azaala Mpanga into a legible record and submit this to the World Heritage Centre once the reconstruction is complete.

The mission notes that many of these recommendations have been made before in the 2012 and 2014 Mission reports.

The Mission further recommends the retention of the Tombs of the Kasubi Kings World Heritage Site on the List of World Heritage in Danger.

# 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 component of the property by fire on 16th March 2010, the property 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.

Property information:

- Property area: 26.8 ha
- Location: N0 20 55 E32 33 5;
- Property WHC Reference: 1022
- Property Maps: See **ANNEX A4**.

## 1.2 Criteria and Outstanding Universal Value / Retrospective Statement of OUV

A Statement of Outstanding Universal Value for the World Heritage property "Tombs of Buganda Kings at Kasubi" (Uganda) was adopted retrospectively by the World Heritage Committee at its 34th session (Brasilia, Brazil, 25 July to 3 August 2010).

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 Baganda 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 this ensemble. A tomb building has been in existence since the 13<sup>th</sup> 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 with use of vegetal

materials comprised of 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, it is an exceptional surviving example of an architectural style developed by the powerful Buganda Kingdom since the 13<sup>th</sup> Century.

The built and natural elements of the Kasubi Tombs site are charged with historical, traditional, and spiritual values. The site is a major spiritual centre for the Baganda and 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's main significance lies in its intangible values of beliefs, spirituality, continuity and identity of the Baganda people. The site serves as an important historical and cultural symbol for Uganda and East Africa as a whole.

**Criterion (i):** The Kasubi Tombs site is a master piece of human creativity both in its conception and 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 Baganda 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.

#### Integrity (2010)

The boundary of the land on which the tombs are located is clearly marked with the traditional bark cloth tree (*Ficus* sp.) 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 comprise of 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 gate house, are 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 building's 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 this key attribute.

#### Protection and management requirements (2010)

Managed by the Buganda Kingdom, the property was gazetted a protected site under Statutory Instrument No. 163 of 1972 and under Historical Monument Act (Act 22 of 1967). This legal status was further strengthened by the National Constitution (1995). The Historical Monument Act protects the Kasubi Tombs from residential encroachment or any other purpose inconsistent with its character. 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.

The protection of the site is further strengthened by the various Tourism Policies of Uganda. The site has an approved General Management Plan (2009 - 2015). A Site Manager is in place.

The greatest threat to the site is fire. There is a need to develop a detailed Risk Management Plan to address this threat, in particular, and to ensure that site documented is as complete as possible and securely stored.

In order to ensure that the traditional building processes associated with the site are maintained over time, there is an on-going need to train young educated people.

There is a need to ensure that the principles guiding the recreation of the main tomb building are agreed by all the key stakeholders - the UNESCO World Heritage Committee, the Buganda Kingdom and the Government of the Republic of Uganda, and that the process of recreating the building is systematic, based on evidence and adequately recorded.

### **1.3 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* and, in collaboration with the State Party, to define a Desired State of Conservation (DSOC) for the removal of the property from the List of World Heritage in Danger, 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*.

The Joint ICCROM/ICOMOS Reactive Monitoring Mission (April 2012) was in effect a follow-up to an interim UNESCO Reactive Monitoring Mission (Aug 2011).

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 a UNESCO-Japan support. In November 2011, a 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*.

The April 2012 ICCROM/ICOMOS Joint Reactive Monitoring Mission Report<sup>1</sup> reviews the State of Conservation, events and progress on the reconstruction of the *Muzibu-Azaala-Mpanga*, from the time of the previous joint UNESCO/ICCROM/ICOMOS Reactive Monitoring Mission that occurred in November 2010.

In its decision 36 COM 7A.18, following these two missions, the WH Committee recommended that, inter alia, the State Party implement the reactive monitoring mission's recommendations, in particular:

- a) Continue the research project, through enhanced partnerships with universities and other allied institutions, and implement actions to reflect traditional architectural knowledge and to witness traditions, such as in the

---

<sup>1</sup> See: <http://whc.unesco.org/document/117239>

- reconstruction of the custodians' houses or in the design of the Interpretation Centre,
- b) Define a comprehensive capacity building strategy and identify resources to address gaps in technical capacity critical for the implementation of the reconstruction strategy, including documentation, visitor management, risk management, among others,
  - c) Prioritize the development of the Master Plan to address critical issues such as landscape management, urban pressure, enforcement of regulatory measures and increased collaboration between the different levels of authority and stakeholders,
  - d) Finalize the development of the risk management strategy and train staff on disaster risk management measures,
  - e) Develop a comprehensive interpretation and public awareness programme;

A further ICOMOS advisory mission was carried out to the property (12-15 May 2014) at the recommendation of the Committee and made detailed recommendations.

In its subsequent decision 38 COM 7A.26, the WH Committee expressed concerns over the fact that detailed information on the planned work, and timelines for the reconstruction of the Muzibu Azaala Mpanga had still not been provided, even though work on the supportive framework for the building had begun.

The WH Committee requested that the State Party implement the recommendations of the ICOMOS Advisory Mission to the property, in particular:

1. Finalize a realistic, revised reconstruction project timeline with clearly defined benchmarks, and submit it as a matter of urgency to the World Heritage Centre for review by the Advisory Bodies,
2. Document the reconstruction process,
3. Improve organization, skills, equipment and security issues,
4. Urgently reconvene the National Technical Committee to oversee the technicalities of the reconstruction project,
5. Fully implement the current governance structure; and reassess the human and financial resources required to complete the Reconstruction Project, in particular to cover the Site Manager's full-time presence on the property,
6. Reconsider the current design of the firefighting system, which will have a negative impact on the visual qualities and spirit of place of the property,
7. Agree upon the final Master Plan before implementing any new constructions; and reconsider the tall concrete wall recently constructed around the perimeter of the property as well as the proposed 'living museum' concept that may impact negatively on the OUV of the property;

Finally, the WH Committee requested that the State Party invite a further UNESCO/ICOMOS/ICCROM reactive monitoring mission to the property to consider the concerns highlighted by the Mission relating to:

- the lack of effective management and resources for the reconstruction project,
- the current draft Master Plan and its possible commercialization projects, and
- unplanned work such as the perimeter wall and new buildings.

### **1.5 Justification of the mission**

(Terms of Reference in Annex A1, Programme in Annex A3 and composition of mission team provided in Annex A2)

In its decision 38 COM 7A.26, the WH Committee expressed concerns over the fact that detailed information on the planned work, and timelines for the reconstruction of the Muzibu Azaala Mpanga had still not been provided as requested, even though work on the supportive framework for the building had begun. Moreover, concerns raised by the ICOMOS advisory mission (12-15 May 2014), including, inter alia:

- apparently unplanned construction works going on at the property, potentially compromising its OUV;
- on-going delays in the reconstruction process;
- the absence of a clear governance structure prompted the WH Committee to request that the State Party invite a UNESCO/ICOMOS/ICCROM reactive monitoring mission to the property.

## **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 property 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”. The 2012 joint ICOMOS/ICCROM mission report noted that budgetary provisions had been made for the revision of the existing heritage legislation - a policy that would help inform the revision is in its last stages, expected then to take up to two years to complete.

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 modernization 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 of the site for the consolidation of its OUV, are lacking.

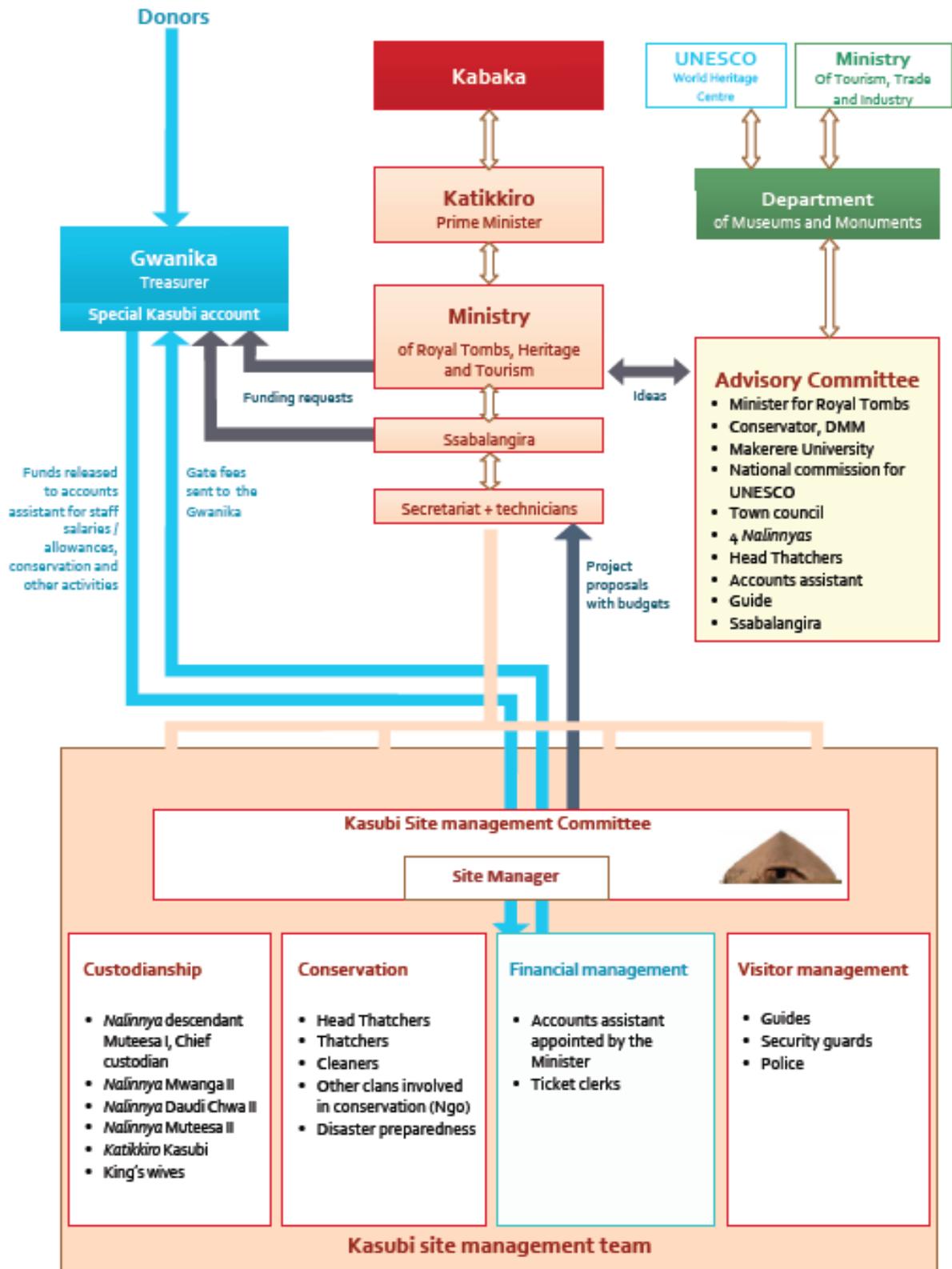
### **2.2. Institutional framework and management structure**

As indicated in the current 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 property was inscribed on the World Heritage List, additional management structures have been put in place. A diagram from the 2009-2015 Management Plan indicates the then envisaged overall structure, which now requires modification due to the creation of the Buganda Kingdom Heritage and Tourism Board representing

the Buganda Ministry of Royal Tombs, Heritage and Tourism (see Annex A6). The National Technical Committee and the Technical Committee of the Buganda Kingdom were to work together on the management of the technical aspects of the conservation of tangible artefacts. There was an integrated approach to the funding of the reconstruction activities after the fire, but decision-making and reporting under reconstruction management process, despite the existence of the NTC, remained de facto largely in the hands of the Kingdom.

The revised 2011-2015 Management Plan (revised following the fire) amended the original management system of the property 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 OUV.



Management Structure adopted in the 2011-2015 Management Plan

### **Management Structure adopted in the revised (post fire) 2011-2015 Management Plan / Heritage and Tourism Board**

The description of the duties and responsibilities of each are to be found in the 2011-2015 Management Plan<sup>2</sup> (2011) - the relationship between all the actors in this management structure is illustrated above.

As an interim measure the Buganda Kingdom created a Reconstruction Committee with sole purpose of overseeing the reconstruction of the Mazibu Azaala Mpanga. This committee includes representation of the National Technical Committee and will cease existence once the reconstruction is complete.

The Buganda Kingdom in 2014 created its Buganda Heritage and Tourism Board<sup>3</sup>, which is responsible for the technical management of the site on behalf of the Kingdom. (The Term of reference for the Buganda Heritage and Tourism Board are appended as Annexure A6). One of the Board's major roles includes the establishment of management policies on running the royal tombs of Buganda more especially the Kasubi and Wamala royal tombs. It is charged with appointing technical staff and controlling income and expenditure of the heritage sites. The Board does not appear in the management structure above. The Buganda Heritage and Tourism Board now fulfill the role of the National Technical Committee in managing the site, with exception of the reconstruction process of the Mazibu Azaala Mpanga. Since the appointment of a Site Manager, all the components of this system are now in place, though it is not clear how well coordinated their activities may be.

---

<sup>2</sup> An amendment to the 2009-2015 Management Plan. This was amended due to the destruction by fire of the Mazibu Azaala Mpanga.

<sup>3</sup> See: <http://www.buganda.or.ug/index.php/news-archives-/653-buganda-heritage-and-tourism-board-launched>

### **3 IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS and ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY**

#### **3.1 Management effectiveness**

The management of the Kasubi Tombs World Heritage property relies on a relatively complicated structure with different stakeholders. These include:

1. The Buganda Kingdom – Led by the Kabaka, the kingdom is the ultimate management/decision-making body.<sup>4</sup>
2. The traditional site management – led by the Nalinnya, a female honorary relative of the deceased kings. . She resides on-site and is responsible for the day to day management from the traditional point of view
3. The State Party, Uganda, and in particular, the Department of Museums and Monuments– since inscription on the World Heritage List, the State Party of Uganda has an advisory role to play to ensure that the property continues to be managed in a way that does not have a negative impact on the Outstanding Universal Value of the property. The Department has supplied a site manager, whose actual role can be more accurately described as a site management monitoring and advisory officer for the State Party.

As set out in the management structure, there is a mechanism for bringing these management stakeholders together, though the role of the national government, linked to the management with an arrow entitled “ideas” only. This Advisory or National Technical Committee is meant to provide a forum for discussion and should ensure that all stakeholders are aware of key management issues and decisions to be made or already taken.

Added to this structure, a Reconstruction Committee was put in place after the fire to oversee reconstruction work, which included the project architect. It was not expected to be a permanent committee and would be disbanded once reconstruction is complete.

The mission learned however, that the National Technical Committee and the Reconstruction Committee do not meet regularly and many decisions are taken without the full knowledge and agreement of all the necessary stakeholders.

As noted above, there is also a new management stakeholder within the system, the recently created Buganda Heritage and Tourism Board – an official Buganda government body. The mission was informed that this new organization will have responsibility for the overall site management of the property.

---

<sup>4</sup> It is important to note that the State Party has no jurisdiction over the management of the property, resulting in a delicate situation whereby the State Party is responsible before the WH Convention to conserve the property, yet it has not statutory power within Uganda to do so.

The mission has the following observations in regard to the management effectiveness of the property.

1. A key attribute of OUV of the property is on-going traditional management. For this reason, the traditional management systems must play a key role in the overall management of the property.
2. In addition, the role of the State Party, as the signatory to the World Heritage Convention, is also a very important part of the management structure to ensure that the OUV of the property is protected and that the necessary reporting can be carried out to the World Heritage Committee. For this reason, the site manager representing the State Party should be fully informed of all developments so that he can pass on necessary information, drawings and reports to the World Heritage Centre for review.
3. The addition of the new Buganda Heritage and Tourism Board as the “Site Manager” could be a positive development if it can serve to bring a clear line of decision-making which brings together all the necessary stakeholders. There is a concern, however, that the Board has a primary interest in promoting tourism at the property. While promotion of tourism is one of the management issues faced by the site management (see the section on tourism below), it is only one of the key issues and should in any event, be subordinated to the needs of traditional management and other aspects (architectural, spatial, etc.) that are important for the protection of OUV. Protection must come before tourism. As such, it will be important to ensure that the Buganda Heritage and Tourism Board has the necessary skills to manage the property primarily for the protection of its architectural, spatial, and traditional/spiritual values and OUV, and only secondarily for tourism.
4. It will be necessary to better clarify the roles of each of the three key management stakeholders mentioned above. Each needs to understand his/her role and the role of the others.
5. Also of great importance is the need to ensure that there is good communication, discussion, and mutual decision-making between the Buganda Heritage and Tourism Board, the traditional management of the property, and the site manager representing the State Party. It will be important to set up regular meetings for discussion of day to day management issues.
6. It will also be important to revitalize the National Technical Committee for longer-term decision making regarding the property, and the Reconstruction Committee regarding the short term reconstruction issues. Only if these two committees are functioning and promoting discussion can the protection of the OUV be assured.
7. In order to ensure management effectiveness, it is important that the management plan be updated and revised taking into account the structural changes that are now in place. This management planning exercise, which would need to involve all the management stakeholders, and which would include joint gathering and analysis of information and joint agreement of a vision and goals for the property could also serve as a way to create a joint understanding of the needs of the property and a strong management team from all sides that work together.

8. It will also be important for all the stakeholders to ensure that necessary information is passed through the State Party to the World Heritage Centre as required by the Operational Guidelines to the World Heritage Convention.

### **3.2 Factors affecting the property:**

Apart from the problems with regards the management effectiveness a number of factors have been identified that affect the property. These are:

1. The reconstruction of the Mazibu Azaala Mpanga.
2. Site development (uncontrolled)
3. The walling of the property.
4. Potential encroachment due to planned road widening.

#### **1. The reconstruction of the 'Mazibu Azaala Mpanga'.**

The Mazibu Azaala Mpanga was visited on 05 February 2015. This inspection was carried out along with the Architect, members of the Reconstruction Committee, the site manager and a representative of the Ugandan Ministry of Culture, who also serves on the National Technical Committee.

Slow but steady progress has been made on the reconstruction. It was reported that the process of reconstruction was behind schedule by over a year due to a number of factors which include:

- Most recently, a period of inactivity (3 months) while awaiting the delivery of fire retardant paint for the new steel structure. The construction of the elephant grass ceiling and thatching of the roof was delayed as a result.
- Challenges in procuring enough spear and elephant grass of a suitable quality for the installation of the domed ceiling and the conical thatched roof.
- Challenges in procuring large enough sections of Muvule (*Milicia excelsa*) to complete the eaves and trusses of the roof structure
- Inadequate attention to quality on the part of the engineering company, resulting in requests on the part of the project architect to apply corrective measures;
- Disagreements between various stakeholders on matters relating to quality control;
- A change in senior Buganda Kingdom government representatives.

During the site visit, the second coat of the fire retardant paint was in the process of being applied. The mission team was introduced to the thatching team who were cleaning elephant grass and tying bundles of the cleaned and selected spear grass in preparation for construction of the ceiling. Although the human resources were available to carry out the work, there are challenges in procuring the necessary quantity of raw materials (both in terms of available supply and in terms of financial resources) in order to successfully complete the work.

The strategy being followed by the State Party for the re-roofing of the Mazibu Azaala Mpanga is to use the Royal Tomb at Wamala as a test case for the

reconstruction of the ceiling and roof of the Mazibu Azaala Mpanga. This test case was all but completed when the mission visited the Wamala Site where the mission were allowed to inspect the work completed. Outstanding were the cladding of the posts and pillars and covering of the reed bundles that support the ceiling.

This reconstruction case study at Wamala not only served as training ground for the expert thatchers who are to undertake the rethatching of the Mazibu Azaala Mpanga but has assisted by providing the following additional knowledge for the rethatching of the Mazibu Azaala Mpanga:

- calculating volumes of grass and reed required,
- establishing procurement processes of grass and reed,
- establishing quality control mechanisms for material procurement and installation
- estimating time required for thatching, and
- budgeting.

It was also evident that once thatching was complete continuous maintenance of the thatch structures is required to keep them in a good state of presentation as the elephant grass continuously decays.

Progress booked at the Kasubi Tombs Property since the 2014 ICOMOS Advisory mission:

#### **Disaster management:**

- A bore-hole has been sunk to provide water for the fire-fighting system
- All buildings in the property have been provided with fire extinguishers
- The State Party (through the agency of the Department of Museums and Monuments site manager) obtained funds from the Dutch Prince Claus Fund for acquisition of basic equipment at Wamala and Kasubi, and for training in fire protection, which took place in November and December 2014.
- The temporary fire protection installation is in place at the Mazibu Azaala Mpanga, consisting of three water hydrants placed around the structure.

The property is well secured, in part due to the wall constructed around the property (reported to in the 2014 ICOMOS Advisory Mission Report).

There is not, however, an adequate disaster risk management plan in place. While fire is the most important hazard for the property, it is not necessarily the only one. There is a need for a more comprehensive plan to look at the all possible disaster risks at the property and how these might be addressed.

#### **Re-consideration of the current design of the fire fighting system**

This has not taken place yet but the State Party are aware of the concerns regarding the potential visual impact of the proposed fire-fighting system, if it were to be installed. A re-design of the system needs to be submitted to the World Heritage Centre for review,

## **Summary of the progress of the reconstruction of the Mazibu Azaala Mpanga since the 2014 ICOMOS Advisory Mission:**

- The installation of the steel roof structure, consisting of ring-beams, beams and purlins, is complete. The steel structure has been reconstructed to the pitch of the roof of the tomb during the first phase of its life.
- The concrete archway at the entrance has been reconstructed with a high degree of skill.
- The application of fire retardant paint was nearing completion.
- The timber eaves beams have been installed.
- Thatching preparations are underway.

The Mission was informed that thatching would be completed within an 18 month time period (based on estimated extrapolated from the experience of the re-thatching of the Wamala Tombs), meaning that the installation of the domed ceiling and thatching of the conical roof should be completed by June/July 2016. It is noteworthy that the Japanese experts who inspected the site in May 2014 calculated that 24 months of concerted effort would be required to complete the re-thatching.

It is therefore urgent that a realistic, revised reconstruction project timeline with clearly defined benchmarks is developed, and submitted to the World Heritage Centre for review by the Advisory Bodies,

This needs to be based on necessary resources to allow a smooth completion of the work. Details should be provided as to what resources are needed (both financial and human) how these resources might be made available, and, if there are problems, what these are.

## **2. Site development (Uncontrolled)**

### **2.1 The Oluyga Courtyard**

#### **Reversing the 1960-70's alterations to the custodian houses**

A process has been started to reconfigure the roofs of the courtyard dwellings to reverse the changes these houses underwent in the 1960's-1970's. One structure, the **Gazimbye**, has been completed, and more renovations are planned although no timeline has been set and budgetary restraints might impact on this process. The reconstruction has however used an amalgam of contemporary and traditional technologies, not in keeping with the status or value of the property. Although the act of reconstruction is considered positive as it contributes to an improved visual impact for the property, it undermines its authenticity with regard to materials and workmanship. Therefore, full details need to be set out for the approach to the project, submitted for review to the World Heritage Centre, to show what information the designs are based upon before work starts, as requested by the 2012 Mission. No further reconstruction should take place until the technologies of this has been agreed to. This project also needs to form part of a larger master-planned strategy

*and should be utilized at maximizing 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, as per the recommendation of the 2012 Report on the Joint ICOMOS/ICCROM Reactive Monitoring Mission.*

The **Ekyoto** (fire place) was well protected by a temporary steel fence, but in use and well maintained.

The surface of the courtyard requires attention. Several erosion furrows are forming. Attention needs to be given to rain water management.

The **Ndoga Obukaba** (Drum House) is in a fair state of repair with the drums in place.

The 2014 ICOMOS Advisory Mission Report stated that the **Bujjabukula** (the entrance building) the oldest structure on site, was sagging. During the on-site meeting the mission was informed that this structure has been temporarily propped up. The reconstruction project architect, Mr. Jonathan Nsubuga, has also documented the structure and prepared restoration drawings. This restoration was discussed during the on-site stakeholder meeting and the urgency of the project stressed by all parties. No programme had yet been accepted for this remedial work and the structure remains under threat. Details of any work planned to the **Bujjabukula** should be submitted to the World Heritage Centre for review before any action is undertaken.

## **2.2 The larger site**

### **Construction of houses and toilets**

Construction of new houses and toilet facilities has been recently undertaken and appears to have been done in an ad-hoc manner. No archaeological screening was undertaken before construction. These new structures are constructed of conventional concrete, brickwork and cement-plaster, with pitched saddle-roof profiled steel roofs and steel window and door frames. This type of construction begins to create problems for the integrity of the property as more and more “new” and nonconforming structures begin to appear on the property. Such work should be halted until a Master Plan has been finalized and a comprehensive site plan drawn up showing all structures and infrastructure on site with their date of construction, as far as this is ascertainable.

### **Construction of ‘museum site’**

Construction to the so-called ‘museum site’ has been halted and the platform that is to receive the burned remnants of the 1938 steel roof structure, left unpaved. There is a need to reconsider the best way to display this remnant of the 1938 roof structure, both in terms of location and manner of display.

### **Construction of water reservoirs and water reticulation system**

Planning is underway to construct water reservoirs to hold a capacity of 200 000 liters of water from the borehole that was recently sunk. The location of the reservoirs had not yet been finally agreed on but the mission recommended that a proper assessment of archaeological, heritage and spatial impact would need to be undertaken before construction could commence. And details of the reservoir should be submitted along with the re-designed fire-fighting system.

### **Construction of solar plant**

The Buganda Kingdom has undertaken the construction of a photovoltaic solar electrical plant within the boundaries of the Property. This large project has a negative impact on the integrity and visual qualities of the property. For this large intervention no notice was submitted to the UNESCO World Heritage Centre as required under Paragraph 172 of the Operational Guidelines and the ICOMOS Guidance on Heritage Impact Assessment for Cultural World Heritage Properties (January 2011).

This installation, still in process of construction, was discussed at the on-site meeting. The Reconstruction Committee reported that the installation was required to ensure the autonomy of the site and power the residences on site. Initially a site location higher on the hill and closer to the main tomb complex had been proposed for the installation, but after consideration the solar plant was moved down the hill to the lower the edge of the site, away from the main Tombs area in order to decrease the impact. The chosen location still required cut-and-fill levelling and no archaeological surveys were undertaken

At the time of the mission, the main building of the power plant had already been constructed, however, the solar panels themselves, had not yet been installed. The Reconstruction Team also reported that the fence around the installation would be covered with reed screens to limit the visual impact from the rest of the property.

The installation of the solar panels is a *fait accompli*. It is however of great concern to the mission that a process was not followed in accordance with Paragraph 172 of the Operational Guidelines during the process of planning for this installation.

### **Agricultural Activities**

Agricultural activities are still taking place in keeping with the traditions of the Property. The agricultural land must, however, continue to be protected as more buildings are encroaching on this important land. This should be one of the key issues in a revised Management Plan and included in the Master Plan.

### **Burials**

Burials are still taking place on site in keeping with the traditions of the site, but the oral histories of these burials needs to be captured.

### **3. The walling of the property.**

The recommendation of the 2014 ICOMOS Advisory mission report called for the removal of the reed screens from the perimeter wall and instead the planting of

climbing vines to cover the wall. At the time of the mission no work had been undertaken in this regard. This issue was raised during the on-site meeting where the chair of the Reconstruction Committee gave his assurances that this action would be undertaken along with the replanting of the bark-cloth *Ficus* trees. Note: the intention is to plant new trees *inside* the perimeter wall. The perimeter wall has been provided with electrical lamps at regular intervals on the piers, the styling of which does not suit the identity of the site. Additionally it was reported that electrical fencing would be installed on top of the perimeter wall. All of the above have been planned without the process of consultation followed with the World Heritage Centre and form a danger to the integrity of the site.

The architect for the reconstruction of the Mazibu Azaala Mpanga, Mr. Jonathan Nsubunga, has developed proposals for a reconfigured entrance, softening the impact of the new wall and the inappropriate lighting installation. These recommendations mitigate the high negative visual impacts of the new wall and entrance gates. The chair of the Buganda Kingdom Reconstruction Committee assured the mission during the site meeting that these proposals would be implemented. The State Party is requested to submit these plans for review to the World Heritage Centre before implementation.

#### **Site areas located outside the perimeter wall**

Of concern to the Mission team is the future conservation of areas now located outside of the perimeter wall but which relate to the property. Of specific concern is the future of the historic and important bark-cloth trees. Even with the planting of new trees inside the wall, it will be important to continue to maintain and conserve the trees outside the wall.

The current *Nalinnya* (guardian of the site) was at pains to point out the small saddle-roofed structure where the body of the *Kabaka*, Sir Edward Muteesa II, was laid before interment in the Mazibu Azaala Mpanga. This structure, an important attribute of the property, is located outside the main enclosure and beyond the perimeter wall, and is not curated or maintained at present. This structure falls within the buffer zone of the property.

#### **4. Potential encroachment due to planned road widening.**

It was reported to the mission team that plans exist to widen Masiro Road, the road directly to the north of the property. Currently in the buffer zone, the planned widening would encroach over the boundary of the property, and would bring about the destruction of the bark-cloth trees along the northern perimeter. The integrity of the property as a whole would be greatly negatively affected by this proposed project. The Mission was unable to procure copies of the proposed road-widening scheme. These should be submitted as soon as possible to the World Heritage Centre for review and meanwhile the project should be halted.

### **3.3 Master Plan**

The mission considered that above mentioned developments, such as the addition of the solar plant, the erection of the walls, the designation of a museum site within the

property, and the construction of toilets and other facilities, as well as planned projects such as road widening, all point to the urgent need for a more structured planning process. None of these activities should be taking place without an overall development Master Plan being approved, without the plans being submitted to the World Heritage Centre for review, and without a process for ensuring that these developments do not have a negative impact on the OUV of the property.

The World Heritage Committee has been requesting a Master Plan since 2012. The Reconstruction Committee reported that a master plan has now been started, but there was no information as to progress, timetable, or eventual content of this master plan. The Master Plan should show clearly on a map of the property the locations all proposed future developments of the property (including any spatial, design or other considerations) so that they can be agreed to in advance.

Priority in the Master Plan must be given to the protection of traditional buildings and their interrelationships, to the protection of spaces associated with the traditional functions of the property, religious, agricultural etc., and only secondarily to tourism / visitor functions. In addition, consideration must be given to the way that visitors to the site would move through it to get from one place to another (a circulation plan), in order to protect the traditional uses, and traditional users and their privacy. If developments continue in the ad-hoc manner in which they have been carried out to date, there is a risk of serious and irreversible negative impacts on the property and its OUV.

In addition to the Master Plan, it is recommended that the current Management Plan also be updated. There is already a new management structure on the property in the presence of the Buganda Tourism and Heritage Board. There is also a need to integrate this new management stakeholder into the already existing traditional management (as supported by the State Party site manager). A revised management plan will allow for a fine tuning of the overall management structure as well as a clear statement of the roles and responsibilities of each of the management stakeholders. In addition, this management plan can provide a common vision for the future. This management plan should be seen in conjunction with the Master Plan mentioned above.

There is also the need for a Disaster Risk Management Plan. This has been requested since the first management plan was put into place in 2001, but has never been developed. It should consider the high risk of fire, but should also explore other possible disaster risks as well as complex emergency situations.

### **3.4 Tourism**

As mentioned above, planning for tourism should also be a very important part of the overall planning for the property. Cultural tourism could have a very positive impact on the property, and in particular, on the livelihoods of the traditional custodians of the property. But, this will only be true if it is handled, planned and managed in a very sensitive manner.

It would appear that the main remit of the Buganda Heritage and Tourism Board is to improve the tourism potential of the property. They have already begun to discuss ways of improving, not only the numbers of tourists, but also the visitor experience through interactive activities on the property.

While these types of activities may have a very positive impact on the visitor experience, it will be very important to ensure that, in no way, they have a negative impact on the traditional values and uses of the property, and therefore on the OUV. This may mean scaling some activities down to a smaller level, or moving some activities off site. It will be crucial to define the carrying capacity of the property and of individual areas and buildings.

It should be stressed that the construction of new buildings associated with tourism within the property that could have any negative impact on the OUV of the property should not be allowed, unless they are part of an agreed Master Plan. Any such planned construction should be discussed with all management stakeholders and the World Heritage Committee should be informed as per Paragraph 172 of the Operational Guidelines on any developments, which may have an impact on OUV, prior to their approval or implementation.

In addition to any constructions, it will also be important to take into account any new visitor routes or pathways through the property (as already mentioned above). A circulation plan should be developed to ensure that tourism movements do not have any negative impact on traditional uses of the property, and in particular on any sacred areas, and also that the privacy of the traditional caretakers living on the property can be guaranteed.

It is recommended that a tourism management plan be developed either as an integrated part of the revised management plan, or as a separate stand-alone document strongly linked to the vision, goals, and objectives expressed in the management plan. The tourism plan must also be linked to the over-arching strategy of the Master Plan.

### **3.5 State of Conservation**

The mission was assured that the reconstruction of the Mazibu Azaala Mpanga would continue at a steady pace and feels confident that this issue is receiving the attention it requires, though there was evidence that a shortage of funds to cover the costs of acquisition of thatch might be a limiting factor. The State Party and the Buganda Kingdom are commended on their patience in waiting for the delivery and application of the fire retardant to the steel structure before commencing of the thatching of the Mazibu Azaala Mpanga.

The property is well maintained; although issues with regards refuse management still persist.

The property is however undergoing a steady transformation with unplanned, unreported and ad-hoc developments that continue to erode the Outstanding Universal Value of the site. Most of these developments are well meaning – such as securing the site through the construction of a perimeter wall, providing humane accommodation of the residents of the property, providing sanitary facilities and

installation of a solar electrical plant – yet none of these activities have been undertaken with the reporting or circumspection required to maintain the Outstanding Universal Value of the property, none have been reported in advance to the World Heritage Committee, and none have been agreed as part of an over-arching strategy – as should be set out in a Master Plan. This is of great concern and could lead ultimately to a loss of OUV.

Of particular note are:

- The state of conservation of the **Bujabukula** where urgent restoration is required, based on an approach agreed with the World Heritage Centre.
- The continual erosion of the attributes of the property through the implementation of ad-hoc construction projects, such as construction of contemporary-styled dwellings and sanitary facilities that diminish the integrity and authenticity of the site.
- Possible destruction of the archaeological record due to uncoordinated construction projects.
- Threat to the bark-cloth trees located outside the perimeter wall.

The protection of the property requires a much more comprehensive and detailed vision, an agreed over-arching strategy set out in a Master Plan, and a revised and updated management plan as well as a disaster risk management and tourism management plans.

The Master Plan has been repeatedly requested by the Committee since 2012. Many other recommendations of the 2012 and 2014 missions remain unaddressed.

**Action Plan for completing the recommendations of the ICCROM/ICOMOS Reactive Monitoring Mission to the property, 2012, and ICOMOS Advisory Mission to the property (12-15 May 2014)**

The recommendations for the **2012 Report on the Joint ICOMOS/ICCROM Reactive Monitoring Mission** (as endorsed by the Decision of the World Heritage Committee at its 36<sup>th</sup> Meeting [36COM7A.18]) and their current state of implementation are:

- *Continue the research project, through enhanced partnerships with universities and other allied institutions, and implement actions to reflect traditional architectural knowledge and to witness traditions, such as in the reconstruction of the custodians' houses or in the design of the Interpretation Centre,*
- **Mission Findings:** No formal research projects have been initiated. The reconstruction of the *Gazimbe* presents and amalgam of contemporary and traditional construction techniques. No design for the interpretation Centre has been undertaken yet.
- **Recommendation:** The 2012 recommendation still holds and should be carried out. No further reconstruction of any of the structures around the *Olugya* (courtyard) should take place until a proper reconstruction strategy has been developed and submitted to the World Heritage Centre. The State Party with its partner the Buganda Kingdom should identify and approach partners to assist it in the study of traditional Gandan architecture and its unique technologies.

- *Define a comprehensive capacity building strategy and identify resources to address gaps in technical capacity critical for the implementation of the reconstruction strategy, including documentation, visitor management, risk management, among others,*

**Mission Findings:** No real progress has been made in this regards.

**Recommendation:** This recommendation is still relevant and should be implemented. The newly constituted Buganda Kingdom Heritage and Tourism Board should engage with this recommendation in collaboration with the state Party with urgency.

- *Prioritize the development of the Master Plan to address critical issues such as landscape management, urban pressure, enforcement of regulatory measures and increased collaboration between the different levels of authority and stakeholders,*

**Mission Findings:** A new Master Plan is still not completed.

**Recommendation:** The State Party in its 2013 State of Conservation report reported that a draft Management Plan had been compiled. No further progress has been made yet. Since then the management systems have dramatically been altered through the creation of new management bodies and changing roles. The Management Plan should be developed with urgency to reflect these new bodies and submitted to the World Heritage Centre for review.

- *Finalize the development of the disaster risk management strategy and train staff on disaster risk management measures.*

**Mission Findings:** Fire fighting training was arranged in November 2014 by the State Party with assistance of the Prince Claus Fund for Culture. A formal plan is still not in place

**Recommendation:** This recommendation is critical. The newly constituted Buganda Kingdom Heritage and Tourism Board should engage with this recommendation in collaboration with the state Party with urgency.

- *Develop a comprehensive interpretation and public awareness programme;*

**Mission Findings:** A temporary interpretation installation has been erected at the entrance to the *Olugya* which provides for a good level of information.

**Recommendation:** The envisaged Interpretation Center will require a permanent interpretation installation.

The recommendations for the **2014\_ICOMOS Advisory Mission Report**, (as endorsed by the Decision of the World Heritage Committee at its 38<sup>th</sup> Meeting [38Com 7A.26]) and their current state of implementation are:

- *Finalize a realistic, revised reconstruction project timeline with clearly defined benchmarks, and submit it as a matter of urgency to the World Heritage Centre for review by the Advisory Bodies,*

**Mission Findings:** A timeline exists (somewhat outdated) and should be updated to reflect the realities of the reconstruction process.

- Recommendation:** The State Party have been urged to submit this with urgency to the World Heritage Centre. The timeline should be provided in a simplified format to ensure ready consultation. It should also include details of resource needs and how these can be met or where difficulties are foreseen.
- *Document the reconstruction process,*

**Mission Findings:** This process is on-going under direction of the project architect. Daily site photographs are made from three pre-defined locations. This material still needs to be collated and the final destination repository for the collated material needs to be established.

**Recommendation:** The State Party must identify a format for collating and the destination for the documentation. Duplicate copies of the documentation of the reconstruction process should be submitted to UNESCO and its advisory bodies.
  - *Improve organization, skills, equipment and security issues,*

**Mission Findings:** The site is well secured, including through patrolling by ununiformed members of the Kabaka's guard. Firefighting equipment has been improved. The organizational structure is in flux (refer to 3.1 Management above)
  - *Urgently reconvene the National Technical Committee to oversee the technicalities of the reconstruction project,*

**Mission Findings:** This body has been reconvened and now has regular meetings scheduled. It must be noted that the function of this body has to a large extent been superseded by the Reconstruction Committee of the Buganda Kingdom.

**Recommendation:** The Reconstruction Committee of the Buganda Kingdom should be constituted to include representation of the National Technical Committee as permanent members who continuously attend its meetings in order to allow for a clear line of communication between the State Party and the World Heritage Centre.
  - *Fully implement the current governance structure; and reassess the human and financial resources required to complete the Reconstruction Project, in particular to cover the Site Manager's full-time presence on the property,*

**Mission Findings:** The governance structure as envisaged in the Monument Plan is out-dated and requires reassessment due to the creation of the Reconstruction Committee and the Heritage and Tourism Board by the Buganda Kingdom. The reconstruction Manager has a site officer on site for 5 days of the week. The site manager currently visits the site 4 days a week. Once reconstruction is complete the responsibility for management of the site will fall to the Buganda Kingdom Heritage and Tourism Board.

**Recommendation:** The Reconstruction Committee is to ensure continuous site management and supervision. The new organizational structure will need to be incorporated in a new management plan and the relationship between the Buganda Kingdom Heritage and Tourism Board and the Ministry of Tourism, Wildlife and Antiquities be codified to ensure the latter party is able

to observe its obligations under the World Heritage Convention and Operational Guidelines.

- *Reconsider the current design of the fire fighting system, which will have a negative impact on the visual qualities and spirit of place of the property,*

**Mission Findings:** The fire fighting system has not yet been reconsidered but the Reconstruction Committee, reconstruction architect, National Technical Committee and site management are all aware of the concerns regarding the potential visual impact of the installation of this system.

**Recommendation:** A review of the fire fighting system should be undertaken and a re-design submitted to the World Heritage Centre for review.

- *Agree upon the final Master Plan before implementing any new constructions; and reconsider the tall concrete wall recently constructed around the perimeter of the property as well as the proposed 'living museum' concept that may impact negatively on the OUV of the property;*

**Mission Findings:** The living museum concept has been abandoned, but construction on site has not ceased. The construction of new houses, ablution facilities and the solar electrical plant have eroded the integrity of the site. Work on the Master Plan has begun, but there is no indication as to when it will be completed, despite the fact that a draft was appended to the 2013 State Party State of Conservation Report.

**Recommendation:** Complete the Master Plan as soon as possible, and halt any additional construction work (not related to the reconstruction of the Mazibu Azaala Mpanga) until it is completed, and has been reviewed and approved.

**General Note:**

The State Party and the Buganda Kingdom should engage with urgency with the above recommendations, of which only a small part have been implemented. With regards the reconstruction of the Mazibu-Azaala-Mpanga the national Technical Committee of the State Party needs to closely liaise with the Buganda Kingdom's Reconstruction Committee in applying the recommendations. With regard to other reconstruction (the houses around the *Olugya*), management issues and other site development aspects, the State Party needs to be in close contact with the new Buganda Kingdom Heritage and Tourism Board. All of this needs to be formalized through the urgently needed new Management Plan.

## **4 CONCLUSIONS AND RECOMMENDATIONS**

### **4.1 Summary of findings**

The Mission was able to assess the status of conservation of the site as well as the progress on the reconstruction process through meetings with the State Party, representatives of the Buganda Kingdom and site visits to the Tombs of the Kasubi Kings. The reconstruction process was underway, but unfortunately quite delayed. The management processes for the larger site needs to be re-assessed for both the period of construction and continuing into the post-reconstruction period. The whole site is under development pressure; both from internal and external sources. It is essential that a new Management Plan be formulated for the entire site and should include the new governance structures developed from within the Buganda Kingdom.

### **4.2 Recommendations for any additional action to be taken by the State Party, including draft recommendations to the World Heritage Committee**

- Work must continue with due diligence on the reconstruction of the Mazibu Azaala Mpanga and a new realistic, revised reconstruction project timeline, with clearly defined benchmarks, needs to be developed urgently and submitted to the World Heritage Centre for review by the Advisory Bodies, as well as copies of detailed reconstruction plans and proposals.
- The National Technical Committee should be re-convened and meet regularly. It should have permanent representation on Buganda Kingdom's Reconstruction Committee and Heritage and Tourism Board and be involved in and informed of decisions in regard to reconstruction and other issues on site in conformity with the safeguarding of the OUV of the property
- The State Party is urged to increase its regular communication regarding the property and potential developments that might impact on the property with the World Heritage Centre in accordance with paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention.
- It is of the utmost importance to stop ad-hoc development on the property and to develop an integrated Master Plan (as requested by the World Heritage Committee since 2012) before proceeding with any new interventions, including the provision of a reservoir and a fire-fighting system, alterations to the entrance, implementation of a visitor route or development of tourism facilities such as restaurants, and the widening of the road. The draft Master Plan should be submitted to the World Heritage Centre for comments by the Advisory Bodies and UNESCO, prior to finalization. Should any of these or other individual components be implemented before the draft Master Plan has been submitted to the World Heritage Centre, these should be submitted for comment individually.
- As an interim measure it is also of the utmost importance for the existing Management Plan to be updated to reflect new management structures, to clarify the roles of the various management stakeholders, and also to develop a common vision and goals for the property.

- A disaster risk management plan should be developed and integrated into the overall management plan to ensure that all potential disaster hazards are assessed and mitigation measures developed.
- A tourism management plan should be developed and integrated into the overall management plan to ensure that tourism is developed without negative impacts on the OUV of the property. No tourism development should be carried out prior to the completion of the plan.
- Plans for the widening of the Masiro Road must be re-assessed, so that the proposed widening does not encroach on the Property, and the revised plans submitted to the World Heritage Centre for review.
- Plans for reversing the 1960-70's alterations to the custodian houses, should be submitted to the World Heritage Centre for review, as requested by the 2012 Mission.

#### **4.3 Recommendation as to whenever further action is needed, with clear benchmarks indicating the corrective measures to be taken in order to improve the state of conservation and management of the property**

The State Party is recommended to, with urgency:

- Implement a strategy for communication with the World Heritage Center under paragraph 172 of the Operation Guidelines which will include communication between the Buganda Kingdom (Reconstruction Committee and Heritage and Tourism Board) and the Ministry of Antiquities, Wildlife and Tourism of the Republic of Uganda.
- Halt any non-urgent construction on site. Urgent construction not to be halted are the:
  - Reconstruction of the Mazibu Azaala Mpanga
  - Restoration of the Bujjabukula
  - Implementation of an archaeological survey before the urgent construction of the fire prevention system.
  - Reassess the design of the planned fire system and submit these plans for review to the World Heritage Center.
- Submit for the record a comprehensive site plan to the World Heritage Centre showing all structures on site, indicating their date of construction as far as is ascertainable.
- Proceed with the process of developing and appropriate master plan for the site.
- Ensure that plans for the widening of Masiro Road are amended.
- Communicate the detail plans and timeframes for the Reconstruction of the Mazibu Azaala Mpanga and the restoration of the Bujjubukula to the World Heritage Centre.
- Compile into a single report the conclusions on the research undertaken into (and survey of) traditional Ganda architecture and submit this to the World Heritage Centre.

- Compile the reconstruction documentation for the Mazibu Azaala Mpanga into a legible record and submit this to the World Heritage Centre once the reconstruction is complete.

#### **4.4 Recommendation as to whether the level of threats to the property warrants the property being placed on the List of World Heritage in Danger**

The Desired State of Conservation for removal of the Property from the World Heritage List in Danger will be reached when the following have been achieved:

- 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 mission ensured that these were discussed at the stake holder meeting at the property on 05 February 2015, the working meeting with the Department of Museums and Antiquities of 06 February 2015 and the meeting with the Katikkiro of 06 February 2015 where members of the National Technical Committee and the Buganda Kingdom Reconstruction Committee and the Heritage and Tourism Committee were present. It is clear to all that the property is not yet ready to be taken off the World Heritage List in Danger. Additionally ad-hoc development is eroding the Outstanding Universal Value of the site. However as work continues on the reconstruction and management issues, the property is moving towards such a possibility in the future, provided that new threats can be contained and in places reversed.

## **5 ANNEXES**

## **A1. 2015 Joint UNESCO ICOMOS ICCROM Reactive Monitoring Mission Terms of reference**

### **Joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission**

#### **Tombs of Buganda Kings at Kasubi, Uganda**

4-6 February 2015

Following the request of the World Heritage Committee at its 38<sup>th</sup> session in Doha (June 2014) for the State Party of Uganda to invite a joint UNESCO/ICOMOS/ICCROM reactive monitoring mission to the Tombs of Buganda Kings at Kasubi (Decision **38 COM 7A.26**),

The mission team shall visit the World Heritage property together with the national and local authorities responsible for the management of the property in order to:

- Discuss why detailed information on the planned reconstruction work of the Muzibu Azaala Mpanga and timelines for its implementation have still not been provided;
- Assess progress by the State Party in implementing the recommendations of the ICOMOS Advisory Mission to the property (12-15 May 2014), which were to:
  - o Finalize a realistic, revised reconstruction project timeline with clearly defined benchmarks, and submit it as a matter of urgency to the World Heritage Centre for review by the Advisory Bodies,
  - o Document the reconstruction process,
  - o Improve organization, skills, equipment and security issues,
  - o Urgently reconvene the National Technical Committee to oversee the technicalities of the reconstruction project,
  - o Fully implement the current governance structure; and reassess the human and financial resources required to complete the Reconstruction Project, in particular to cover the Site Manager's full-time presence on the property,
  - o Reconsider the current design of the firefighting system, which will have a negative impact on the visual qualities and spirit of place of the property,
  - o Agree upon the final Master Plan before implementing any new constructions; and reconsider the tall concrete wall recently constructed around the perimeter of the property as well as the proposed 'living museum' concept that may impact negatively on the OUV of the property;

- Agree a realistic timed Action Plan for completing these recommendations; and discuss the feasibilities of their implementation;
- Meet with the Katikkiro of the Buganda Kingdom and other relevant institutions and communities involved in the management of the World Heritage property;
- Assess the overall state of conservation of the property including the state of the reconstruction process, the design of the firefighting system, and the state of other component parts of the property.
- Prepare a joint mission report, following the attached format, in English or French, for review by the World Heritage Committee at its 39<sup>th</sup> Session (Bonn, 2015).

The State Party should prepare the mission programme and facilitate the necessary field visits to key locations and also kindly arrange all the meetings with the relevant institutions and communities involved in the management of the World Heritage property.

## A2. Composition of mission team

- Nicholas Clarke, ICOMOS
- Joe King, ICCROM
- Marc Patry, UNESCO

## A3. Itinerary and programme

Joint UNESCO/ICCROM Reactive Motoring Mission

Kasubi Tombs , 4-6 February 2015

Date	Time	Activity	Venue	Responsibility
3rd Tuesday Arrivals	20.15hrs	Joseph King	Entebbe	R. Kigongo (SM)
	21.50hrs	Nicholas Clarke	Entebbe	SM
	20.15hrs	Marc Patry	Entebbe	SM
4th Wednesday	9.30am	Courtesy call	UNATCOM	Kaweesi Daniel
	11.30am	Courtesy call	PS/MTWA	CM&M
	12.30Pm	Lunch		PM/SM
	2.30pm	Wamala Tombs Site inspection	Wamala	PM/SM
	5.00pm	Hotel		SM
5th Thursday	9.30am	Site visit	Kasubi Tombs	PM.
	12.30pm	Lunch		
	2.30pm	Reconstruction Committee Meeting	Kasubi Tombs	Owek. Kaddu
	3.30 pm	Press conference	Kasubi Tombs	Owek. Kaddu Kiberu
	4.30pm	Hotel		SM
6th Friday	9.30am	Working Meeting	Uganda Museum	CM&M

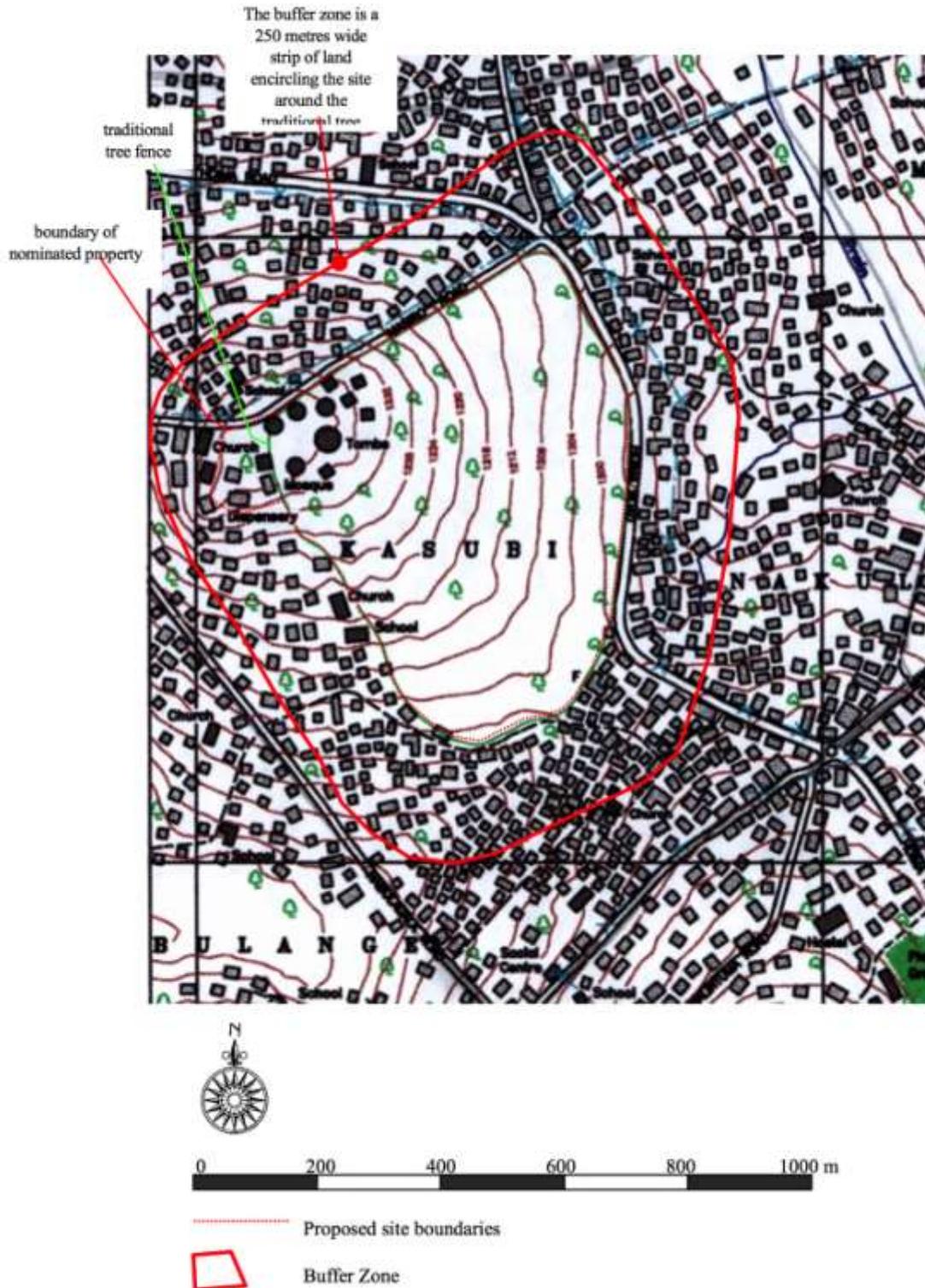
	12.30pm	Lunch		CM&M
	2.00pm	Buganda Kingdom (Katikkiro)	Bulange	Owek. Ssekimpi S.M
	3.00pm	Press conference	Bulange	Owek. Kaddu Kiberu
	4.00pm	Departure	Entebbe	SM

- Owek Ssekimpi S.M: Deputy Kattikiro of Buganda Kingdom
- Owek Kiddu Kiberu: Chairperson reconstruction committee
- Mr. Kaweesi Daniel: Representative of UNATCOM.
- CM&M: Commissioner Museums & Monuments (Rose N Mwanja)
- PM : Project Manager Kasubi Reconstruction (J. Nsubuga)
- SM: Site manager Kasubi Tombs ( Kigongo Remigious)

#### A4. Maps (most recent maps of the boundaries of the property)

##### Boundary of nominated property and buffer zone.

Plan scale 1/10 000



## A5. Decisions of the World Heritage Committee

### Decision: 38 COM 7A.26

The World Heritage Committee,

1. Having examined Document WHC-14/38.COM/7A.Add,
2. Recalling Decision **37 COM 7A.21** adopted at its 37th session (Phnom Penh, 2013),
3. Welcomes the continuing commitment of the State Party to pursue the reconstruction of the Muzibu Azaala Mpanga and the restoration of the wider property;
4. Expresses concern that detailed information on the planned work, and timelines for the reconstruction of the Muzibu Azaala Mpanga have still not been provided, even though work on the supportive framework for the building has been undertaken;
5. Requests the State Party to implement the recommendations of the ICOMOS Advisory Mission to the property (12-15 May 2014), in particular:
  - a) Finalize a realistic, revised reconstruction project timeline with clearly defined benchmarks, and submit it as a matter of urgency to the World Heritage Centre for review by the Advisory Bodies,
  - b) Document the reconstruction process,
  - c) Improve organization, skills, equipment and security issues,
  - d) Urgently reconvene the National Technical Committee to oversee the technicalities of the reconstruction project,
  - e) Fully implement the current governance structure; and reassess the human and financial resources required to complete the Reconstruction Project, in particular to cover the Site Manager's full-time presence on the property,
  - f) Reconsider the current design of the firefighting system, which will have a negative impact on the visual qualities and spirit of place of the property,
  - g) Agree upon the final Master Plan before implementing any new constructions; and reconsider the tall concrete wall recently constructed around the perimeter of the property as well as the proposed 'living museum' concept that may impact negatively on the OUV of the property;
6. Also requests the State Party to invite a UNESCO/ICOMOS/ICCROM reactive monitoring mission to the property to consider the concerns highlighted by the Mission relating to: the lack of effective management and resources for the reconstruction project, the current draft Master Plan and its possible commercialization projects, and unplanned work such as the perimeter wall and new buildings;
7. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2015**, an updated report on the state of conservation of the property and the implementation of the above, including a 1-page executive summary, for examination by the World Heritage Committee at its 39th session in 2015;
8. **Decides to retain the Tombs of Buganda Kings at Kasubi (Uganda) on the List of World Heritage in Danger.**

**A6. Terms of Reference for the Buganda Kingdom heritage and  
Tourism Board**

# OBWAKABAKA BWA BUGANDA

MINISTRY OF CULTURE, HERITAGE, ROYAL TOMBS & TOURISM

## BUGANDA HERITAGE AND TOURISM BOARD

### Terms of Reference

#### Background:

The Department of Tourism, was made a component of the above named Ministry by His Majesty the Kabaka Ronald Muwenda Mutebi II on the 31<sup>st</sup> December 2007 with a mission to research, build and promote Buganda's cultural sites, totems and cultural lifestyle/norms and traditions of Buganda for economic development the promotion of indigenous knowledge and applying modern technologies to preserve and market Buganda's Tourism potential through collaborative efforts.

#### Aim of Document:

This document sets out the minimum requirements of the Kingdom of Buganda Ministry of Culture, Heritage, Royal Tombs & Tourism.

The document will help ensure that individual members of the Board fully understand their responsibilities and that they are accountable to:

- The Kabaka;
- The Katikkiro;
- The Board as a whole;
- The Ministry of Culture, Heritage, Royal Tombs & Tourism.

#### What this document covers:

The document includes:

- General code of conduct for Board members.
- General roles and responsibilities for Board members.

#### How this document will be used:

Anyone who has been appointed to the Board must read this document before the start of their membership. They must indicate that they agree to abide by these terms of reference by signing and dating a copy of this document which will be kept on file.

29/07/2014  
Nay

- To source for funding and partners for tourism product development in accordance with the financial regulations as established by the Kingdom relevant offices.(Kalondoozi).

#### **C. To develop Buganda – Museum.**

- To set up a policy on Buganda museum , to develop Buganda Kingdom museum to the appropriate standards.
- To identify, collect and preserve artifacts of a historic nature relevant to the Heritage and history of Buganda.
- To recruit staff and to determine their remuneration and other human resource working in tandem with the human resource departments of Buganda Kingdom.
- To ensure collection, safe custody and disbursement of funds as authorized by Omuwanika of Buganda.
- To do such other things as are necessary for the execution of the Board's mandate provided such other things are approved by the line Minister.

#### **D. Implement Strategic Plan**

- The Board will review matters, establish priorities and oversee the implementation of initiatives relating to the Ministry of tourism strategic 5 year plan.
- The Board is responsible for the development of the local tourism economy through identifying strategic priorities, securing partnership funding, and ensuring that there is an alignment between the tourism related objectives and activities of the various local partners and between national and international initiatives.

#### **E. Commitment to Service**

- The Buganda Heritage and Tourism Board is a voluntary body. The Kingdom shall be pleased when each member contributes at least 8(eight) hours per month on average of his/ her time to the operations of the Board. This may take the form of:-
  - Reading and/or commenting on the Ministry background papers.
  - Drafting papers.
  - Documenting policies and decisions to create organizational memory.

- Researching and discussing issues before decisions are made.
- Advising the Minister on replacing and orienting Board members when a vacancy arises.

The Kingdom shall be pleased when the Chairperson contributes at least 3(three) additional hours per month to cover the additional duties associated with his/her office.

Some of these activities will take place during office hours and Board members requested to be available for some activities between 9am and 5pm Monday to Friday. Wherever possible, activities will be planned in advance to give maximum notice of such commitments (eg to allow time off to be negotiated with employers and to avoid diary clashes).

#### **F. Frequency of Meetings and manner of call.**

Board members will hold meetings at least once a month at the call of the Board chair.

#### **E. Attendance at Meetings.**

Board members are expected to attend every meeting of the Board and are expected to attend for the whole meeting (i.e. to arrive on time and stay to the end of the meeting). It is anticipated that the Board will meet at least 2(two) hours every month.

Where members are not able to attend a meeting, they should communicate their apologies to the Chair or other nominated member at least 24 hours before the meeting is due to take place.

Where Board members fail to attend 3 consecutive meetings, or miss more than half an hour of 3 consecutive meetings, the Board Chair will write to them asking for an explanation and shall forward the same to the Minister for further action.

#### **G. Participation**

Members of the Board are expected to participate fully in the activities of the Ministry. This may include, but not limited:

- Contributing to the development of work plan of the Ministry.
- Participating in working groups of the Ministry.

- Written and/or verbal reporting back to the Board on meetings attended on behalf of the Ministry.

Members of the Board are expected to participate in Board meetings by:

- Suggesting items for the agenda to the Chair.
- Reading all the papers for the meeting in advance.
- Offering constructive contributions during the course of the meeting.
- Agreeing to undertake actions resulting from the meeting.

#### **H. Statements on behalf of the Kingdom of Buganda.**

Public statements on behalf of the Kingdom of Buganda, written or spoken, are the preserve of the line Ministry or Ministry of Information. Members of the Board may issue statements on behalf the Kingdom of Buganda when that has been agreed in advance by the line Minister or Minister of Information.

#### **I. Conflicts of Interest.**

Board members must act solely in the interests of the Ministry/Kingdom. They should strive to avoid putting themselves in any position where this conflicts with, or appears to conflict with, their own personal interests. As such, all members of the Board should declare any actual or potential conflicts of interest. In addition, members should discuss with the Chair any situations which may give the impression of a conflict of interest.

Where an actual or perceived conflict of interest may arise, the Board member concerned will be required to withdraw from all or part of the meetings of the Board until such time as the rest of the Board has agreed a course of action. This should be as quickly as reasonably possible, and usually after not more than 2 meetings.

#### **J. Board Affairs**

The members shall select a Vice Chairperson and Treasurer from among themselves.

SIGNED:.......... DATE: 29/07/2014.....

**A7. Photographs and other graphical material (showing issues of integrity)**

# Photo Record

## 2015 Reactive Monitoring Mission TOMBS OF THE BUGANDA KINGS AT KASUBI



### Index

Kasubi General	41
Mazibu Azaala Mpange	44
Wamala Tombs	46
Meetings and Site Inspections	48





Kasubi as seen from an adjacent hill



The new wall surrounding the Property



The reconstruction of the Mazibu Azaala Mpanga as seen from an adjacent hill



The current entrance to the Property.



The forecourt to the Property. This area used to form part of the street.



The forecourt to the Property. This area used to form part of the street.



New perimeter wall and lighting around the Property.



New perimeter wall.



New perimeter wall.



New borehole sunk to provide water for the fire-fighting installation.



Graves located within the Property.



Burials continue to take place on the Property.



Bark-cloth ficus located on the Property. This tree was nearly removed.



Agricultural practices continue on the Property.



Rubbish dump. Refuse removal still forms a challenge.



Installation of a solar photo-voltaic installation. Footings for the panels.



New transformer room: Photo-voltaic installation.



Footings for the Photo-voltaic panel installation.



The fence around the PV installation. This is to be clad in reed.



Excavation for the PV installation. No archaeological investigation was conducted.



Service gate in the new perimeter wall to serve the PV installation.



New ablation facilities (2014) close to the Mazibu Azaala Mpanga.



House of unknown date located just behind the Mazibu Azaala Mpanga.



Platform constructed to display the remains of the first steel roof of the Mazibu Azaala Mpanga.



The Gate House (Bujjabukula)



The Gate House (Bujjabukula). Note the leaning apex.



Interior, the Gate House (Bujjabukula)



The Drum House (Ndogo Obukaba)



Drums inside the Ndogo Obukaba



The fence separating the internal forecourt and the Oluyla.



Houses surrounding the Oluyla (not reconstructed).



Reconstructed houses surrounding the Oluyla (Gazimbye, right).



Entrance of the Gazimbye.



Fire extinguisher, Gazimbye.



Teak windows in cement rendered concrete block walls, Gazimbye.



Ceiling, Gazimbye.



Remains of steel structure, Mazibu Azaala Mpanga.



Reconstruction structure, Mazibu Azaala Mpanga.



Reconstruction structure, Mazibu Azaala Mpanga.



Reconstruction structure, Mazibu Azaala Mpanga. Eve detail.



Reconstruction structure, Mazibu Azaala Mpanga.



View upwards into the roof. Reconstruction structure, Mazibu Azaala Mpanga.



Temporary fire hydrant.



Another temporary fire hydrant.



Storage of spear grass bundles.



Spear grass bundles awaiting use in re-thatching.



Elephant grass storage.



Spear grass bundles in storage.



Reconstruction structure, Mazibu Azaala Mpanga with fire retardant



Mazibu Azaala Mpanga. Steel and timber construction.



Craftsman cleaning elephant grass for use in the re-thatching process.



Commemorative plaque at entrance to the Mazibu Azaala Mpanga.



Stock-piled binding grass in the Site Manager's office



Elephant Grass being cleaned by craftsmen.



Interpretative signage at entrance to Oluyga.



Detail of the interpretative signage.



Visitor's center/shop.



Interior - visitor center/shop.



The Ekyoto, in constant use and well protected during construction.



Resting place for the body of Sir Edward Muteesa II, located outside of the site boundary.



Wamala Tomb, gate House as seen from the tomb.



Royal Tomb, Wamala.



Eave detail, Royal Tomb, Wamala.



Reconstruction in process, Entrance, Royal Tomb, Wamala.



Commemorative concrete plaque, Wamala Tomb.



Original entrance stair Royal Tomb, Wamala.



Interior during re-thatching, Royal Tomb, Wamala.



Royal Tomb, Wamala. Ceiling detail.



Royal Tomb, Wamala., entrance.



Royal Tomb, Wamala. Storage of spear grass.



Defunct thatching material storage. This is to be removed.



Royal Tomb, Wamala. New perimeter wall.



Royal Tomb, Wamala.



Royal Tomb, Wamala. Drum House.



Royal Tomb, Wamala. Drum House.



Royal Tomb, Wamala. Royal Drums.



Oblique view of the Royal Tomb, Wamala.



Royal Tomb, Wamala. Royal Drums in use with *Naalinya* at far right.



Courtesy call to UNATCOM with Mr Augustine Omare-Okurut, Secretary General of the Ugandan National Commission for UNESCO. 04.02.2015



Mr. Marc Party and Mr. Augustine Omare-Okurut.



Ambassador Patrick Mugoya the Permanent Secretary Ministry of Tourism, Wildlife and Antiquities. 04.02.2015



Mr. Joseph King of ICCROM at the Kasubi Property. 05.02.2015



Stakeholder meeting with the Buganda kingdom Reconstruction Committee and representation of the National Technical Committee. 05.02.2015



Craftsmen responsible for the re-thatching of the Mazibu Azaala Mpanga. 06.02.2015



Debriefing at the with Commissioner Rose Nkaale Mwanja and Remigius Kigongo, Conservator, Sites and Monuments. 06.02.2015



Debriefing at the with Commissioner Rose Nkaale Mwanja and Remigius Kigongo, Conservator, Sites and Monuments. 06.02.2015



A meeting was held with Reconstruction Committee and the Kattikuru. Post-meeting viewing of the Baganda Parliament Council Chamber. 06.02.2015