



International Council on  
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## Concise ICOMOS Advisory Mission Report

### Tombs of Buganda Kings at Kasubi A World Heritage property of Uganda



*Mission undertaken from 12<sup>th</sup> to 15<sup>th</sup> May 2014 by:*

**Karel Bakker**, architect,

ICOMOS

University of Pretoria



*In close collaboration with the Government of Uganda and the Buganda Kingdom*



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**CONCISE REPORT ON THE ADVISORY MISSION TO**  
**Tombs of Buganda Kings at Kasubi, UGANDA**  
(C 1022)

This document is the result of the mission undertaken in Kampala from 12<sup>TH</sup> to 15<sup>th</sup> May 2014

Report by:  
**Karel Bakker**  
ICOMOS  
Department of Architecture,  
University of Pretoria  
Tel: +27 83 5640381  
email : karel.bakker@up.ac.za

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## SUMMARY REPORT AND LIST OF RECOMMENDATIONS

Due to lateness of the mission and the need for the recommendations to be available for the 38th Session, UNESCO and ICOMOS have indicated that the mission Report **be concise in answering the TORs of the mission directly**, rather than following the standard Advisory Mission Report format.

### A EVALUATION SUMMARY

The mission herewith provides its summary findings under the headings of the various items of the mission it was tasked to report on:

- 1 In terms of the integration of the research on traditional building practices into the revised Reconstruction Strategy:
  - \* There is continued research on traditional building practices and the integration of this research into the revised Reconstruction Strategy is culminating in a positive result in terms of retention of authenticity and integrity.
  - \* The comprehensive survey, documentation and analysis of Bagandan funerary architecture and sites are however still outstanding and it has not been defined how the knowledge gained has been included in the production of detailed Reconstruction Drawings and specifications for the Re-Construction Project. A lack of knowledge from this survey will also detract from the fullness of interpretation and presentation of the World heritage property as a whole.
  - \* In terms of practical conservation there is need for further refinement of the procurement and storage of grass for the reconstruction.
  - \* The rediscovered knowledge of intangible values related to the traditional construction of the tombs has led to a greater awareness of the 'spirit of place'. The results of the completed research and its application needs to collated and made part of the presentation of the property.
  
- 2 In terms of the non-submission of the detailed reconstruction drawings of the Reconstruction Project for evaluation by the Advisory Bodies:
  - \* The non-submission of the results of research on traditional building practices and subsequent detailed revised Reconstruction drawings and associated specification is due as well to all the stakeholders in the process not conforming to the management structure and processes detailed in the Management Plan and non-activity by the National Technical Committee.
  - \* The mission has managed to re-affirm the necessity of conforming to the requirements of the Operational Guidelines, the Management Plan and the formulated and accepted management structures and processes, in order to facilitate the urgent submission of a complete set of Reconstruction drawings and specifications, together with revised timelines and a critical path with proposed benchmarks for the reconstruction.
  
- 3 In terms of the consideration of the relationship between the drawing for the Reconstruction Project and the Reconstruction Strategy, inclusive of the relationship of the structural drawings to the Reconstruction Strategy:
  - \* Construction work at the *Muzibu-Azaala-Mpanga* has started, and the strength and soil tests for the column foundations, the casting of new column foundations, the casting of columns and the manufacture and erection of the steel roof of the *Muzibu-Azaala-Mpanga* have been completed.
  - \* The steel support structure corresponds correctly to what was envisaged in the preliminary Reconstruction Strategy approach and drawings.

\* There have been revision drawings issued since the start of work (Note: This does not constitute a full set of Reconstruction Project drawings - these revision drawings were only provided after the mission for purposes of evaluation in this Report, and these were duly transmitted to ICOMOS by the author) – these revisions are related to evolving site issues as well as from the outcome of the study of traditional architecture. These changes include: the exact location of concrete columns and timber poles through GPS, more exact detailing of the bolt anchorage on the column tops, refinement of the steel cross-bracing, the change from round column footings to square, the exact height of the inner and outer walls relative to the roof pitch and the roof end support detail. The mission is of the opinion that these have been mostly beneficial to the project, and that are not deemed to be critical to the salvage and retention of OUV.

\* There have been deviations from the architect's design specification in the construction process that have diminished the integrity of the tangible remains of the Tomb building.

**4** In terms of the progress re. the Recommendations of the 2011 Mission:

\* The necessity for a Capacity Building Strategy has been continuously brought to the fore and underscored – however, while good work has been achieved in this regard, there is as yet no fully-fledged capacity building strategy and programme with sustained resourcing for continuous training and capacity building for skills in maintenance, resources management, conservation and documentation training (the only capacity building required for the Reconstruction Project would be in terms of documentation of the process and activities).

\* The Site Management needs to be strengthened with additional technical staff with expertise relating to urban issues and development of the property.

\* A craft production group must be constituted and resourced to produce the locally required artefacts and suitable products for selling on site in a controlled and audited commercial environment.

\* There is need for further training in documentation.

\* There needs to be better central management, inventories and curation of the documentation already achieved and to be produced in future.

\* There is a need for a sustained Public Awareness programme

**5** In terms of the adequacy of the governance structure for the project :

\* The governance structure is adequate, but has to be followed and re-affirmed and components like the National Technical Committee must be revived.

\* The needs and resourcing for the management of the property have to be reassessed.

**6** In terms of the documentation of the reconstruction process:

\* There is progress with documentation of the reconstruction process but quality and completeness are hampered due to lack of organisation, skills, equipment and security issues.

\* Funds for training and equipment should be budgeted or applied for.

\* A central archive should be established for work to be transferred from the architect's office to the archive.

**7** In terms of the project timetable and potential challenges:

\* The original project timeline has been changed dramatically by the realities of the project and the problems with procurement of grass for thatching. A realistic, revised timeline with a clearly defined critical path is urgently required.

**8** In terms of contingency plans to overcome potential barriers:

\* There is need to reconvene the National Technical Committee and to confirm an adjusted timeline and critical path for the Reconstruction Project.

\* The Reconstruction Project will be stalled by the lack of immediately available thatching grass of the right quality and quantity, but there is a plan to ensure its future availability.

**9** In terms of the progress with Fire Prevention strategy and adequacy of specialist advice:

\* The design of a Fire prevention Strategy is continuing and a reduced system is being installed until the total system is commissioned.

\* The specialist fire prevention advice is of a high standard and applicable to the problem.

\* The components of the fire fighting system in their current design iteration will have an impact on the visual qualities and spirit of place of the property,.

\* The final design drawings of the fire fighting system must be evaluated by the Advisory Bodies in terms of the system's impact on the spirit of place and authenticity and integrity of the site before any decision is made.

**10** In terms of the proposed Project Reconstruction stakeholder meeting - the 'Technical Advisory Meeting' of 13 May:

\* The Technical Advisory Meeting brought insight into the achievements and shortcomings of both the Reconstruction Project and the Overall site management;

\* There is insight into the need for progress on the corrective measures required to remove the site from the List in Danger;

\* There is insight into the need to follow the defined processes within the World Heritage management system;

\* There is awareness of the need to ensure that the management plan is followed and that the approved management structures and communication lines be implemented;

\* There is gratitude to the Committee and Advisory Bodies for sensitising the leadership to make sure that the criteria for inscription are protected, that the inscription criteria will be at the centre of all decisions, that the statutory processes and decision making structures be followed and that needs for the effective management property be resourced;

\* The Reconstruction Project Documentation process by CRATerre is on track;

\* There is concern regarding the problems with procuring thatching grass in the short term.

\* The technical reports, complete set of drawings and Specification of the Reconstruction Project must be collated, sent to the Advisory Body for review, and become part of the record of the building at the WHC.

\* There is a general endorsement of the importance of correcting what went wrong and proceeding forward by doing the right things.

**11** In terms of the review of the architect's reports:

\* There have been losses in integrity of the little that remains of the historic fabric.

\* There are concerns regarding the loss of authenticity and integrity of the existing buildings around the Royal Courtyard and the lack of integrity of the new buildings.

\* The timeline of the project is out of date and envisaged completion targets will not be achieved.

\* The mission cautions against rushing the project at the expense of research, craftsmanship and authenticity.

**12** In terms of the consideration of progress with the overall Master Plan for the property and its setting:

\* There are currently different versions of a Master Plan, but while there is no consensus on a final plan, components of the plan/s are already being constructed on site. The various versions of the Master Plan/s have not

been vetted in the National Technical Committee or by the National Museums and Monuments, nor has any proposals been forwarded to the World Heritage Committee as per §172 of the UNESCO *Operational Guidelines for the Implementation of the World Heritage Convention*.

\* There is a high likelihood that the current version/s of the Master Plan that includes a proposed commercialised 'living museum' concept may impact negatively on known (and still undiscovered) attributes of the site and on the OUV as a whole.

### **13 Limited evaluation of the SoC of the property:**

The Mission was very condensed and the TOR's did not include for a full assessment of the State of Conservation of the property.

Nevertheless, based on the items listed in Section 3 of this Report, as well as from discussions with various stakeholders during the Mission, there is reason to state that there is neglect of some of the attributes of OUV, for which the property was inscribed on the World Heritage List.

Over and above the items stated in Section 3 above, the following is pertinent:

a) Loss of authenticity and integrity due to works in the property:

\* Although the intentions of the construction of a concrete wall with reed applique may have been done with the best intentions of protecting the property, the completed wall has a high negative impacts on the historic spirit of place and the historic spatial qualities of the property and its connectedness to its urban context, especially at the entrance to the site.

b) Possible loss of authenticity and integrity due to works on the property:

\* The components of the fire fighting system in their current design iteration will have an impact on the visual qualities and spirit of place of the property, and it is required and necessary to evaluate the final plans in terms of their impact on OUV and submit them to the Advisory bodies for review before any irreversible decision is made.

\* The proposed Master Plan for development of the property could have an impact on the attributes of the property - more detail should be provided on the nature and quality of the existing research about the layered historical development and significance of the lower portion of the property, and it is required and necessary to evaluate the final plans in terms of their impact on OUV and to submit it for review before it is formally approved.

c) The lack of compliance with established heritage management protocol in the World Heritage management process may have unintended negative impacts on protection of OUV.

## **B OVERALL RECOMMENDATIONS**

The mission recommendations are as follows:

### **Reconstruction Strategy**

- Good work has been achieved in terms of the research into traditional architecture and building practices but it is recommended that this needs to be completed and implemented.
- The problems in sourcing, supplying and correctly storing suitable thatching grass for the roof of the *Muzibu- Azaala-Mpanga* need to be overcome, and it is recommended that the insights of the recent UNESCO-Japan expert team's

investigation on thatching grass location, supply and storage need to be incorporated in the planning for the remaining reconstruction and subsequent maintenance.

- It is still important to perform a systematic study of the tangible and intangible aspects of all extant royal Bagandan tombs and their sites, to be able to come to a rich definition of royal funerary architecture and landscape and the relationship between Kasubi and other royal Bagandan tombs, in order to incorporate new knowledge in the interpretation and presentation of the property.

### **Reconstruction Project**

The mission recommends that it is necessary:

- To submit the revised Reconstruction Project works plan, timetable with critical path and benchmarks that will ensure that the project is completed successfully and according to the Reconstruction Strategy, and include descriptions of how the work is to be carried out, monitored and recorded. The mission cautions against rushing the project at the expense of research, craftsmanship and authenticity.
- To collate the complete set of the final reconstruction drawings and specifications that formed the basis of the tender and the execution of the Reconstruction Project, and inclusive of any subsequent revision drawings, and submit these to the WHC and Advisory Bodies as the master set of documents for the Reconstruction Project and as a record of precisely what is to be built. If further changes are proposed as the project progresses, such changes should be submitted with an appropriate justification for review and comment.
- To submit the final set of drawings and specifications of the fire prevention system project to the WHC and Advisory Bodies as a record of what is to be built and for review of the system's possible impact on the spirit of place and authenticity and integrity of the site.
- To submit the Building Contracts for the Reconstruction Project and for the smaller works on the property, as well as the decisions on how to regulate and monitor the Main Contractor's performance to achieve the aims of the Reconstruction Strategy.
- To submit the revised plan for sourcing, procurement and correct storage of thatching grass of the *Muzibu- Azaala-Mpanga*.
- To budget for and resource the required training and equipment needed for the reconstruction project documentation.

### **Master Plan**

It is recommended:

- That the current versions of the Master Plan be reconsidered, and that a comprehensive Master Plan for the property and its buffer zone be submitted to the WHC and its Advisory Bodies for review, together with substantiation for the Plan that is based on research of the layered history of the property as well as the protection and enhancement of attributes that are part of the OUV of the property;
- That no components of the Master Plan be implemented before they have been evaluated by the Advisory Bodies and approved by the World Heritage Committee.
- To urgently submit the original motivation for the necessity of construction of a 'concrete block-cum-reed cover' perimeter wall;
- That a mitigation proposal be drafted for the newly constructed concrete boundary wall, with a focus on regaining the historic spatial and visual attributes of the property's boundary as well as the relationship between the historic gatehouse, street and urban setting, for evaluation and comment by

the WHC and the Advisory Bodies.

- To submit a strategy for new buildings on the property that will define a clear design vision for the maintaining the traditional character of the property and how to mitigate where this has been lost.
- To submit a report of all the changes and additions that have been effected to the property since the initiation of the Reconstruction Project, with an assessment of their effect on the authenticity and integrity of the property.

### **Capacity Building**

The mission recommends that:

- There is need for capacity building in terms of the documentation of the construction process of the *Muzibu- Azaala-Mpanga* as well as the management of the planning and construction aspects contained in the Master Plan as well as the interface between the property and the planning, development and control in the Buffer Zone.
- There is a need to draft and submit an assessment of the outstanding capacity building requirements in terms of the Reconstruction Project and in terms of the management of the property as a whole.

### **Management**

The mission recommends that:

- All the stakeholders in the protection and management of the property must implement the Management Plan and ensure that the management structure and lines of decision-making and communication as defined therein are followed, and that the *Operational Guidelines for the Implementation of the World Heritage Convention* are followed.
- All the stakeholders in the protection and management of the property must reconfirm and follow the management structure for the property and that devised for the Reconstruction Project.
- The National Technical Committee be reconvened and sit regularly.
- There are adequate funds to ensure the Site Manager's full-time presence on the World Heritage property.
- The needs and resources required to complete the Reconstruction Project according to the standards required be reassessed and to allow for an adequate budget.

### **State of Conservation**

The mission recommends that:

- As affirmed in the Technical Advisory Meeting of 13 May 2014, it is necessary to take a fresh look at the corrective measures that have been suggested over the years, to work on the outstanding aspects of the Desired State of Conservation Report, and to ensure that all decisions are measured in terms of their support and protection of the attributes of the OUV and of the criteria for which the property has been Inscribed.

## 1 BACKGROUND TO THE MISSION

### 1.1 Inscription history

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

### 1.2 Criteria and World Heritage Values

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

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

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

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

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

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

### 1.3 Retrospective Statement of Outstanding Universal Value

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

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

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

The site is the major spiritual centre for the Baganda where traditional and cultural practices have been preserved. The Kasubi Tombs are the most active religious place in the kingdom, where rituals are frequently performed. Its place as the burial ground for the previous four kings (Kabakas) qualifies it as a religious centre for the royal family, a place where the Kabaka and his representatives carry out important rituals related to Buganda culture. The site represents a place where communication links with the spiritual world are maintained.

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

At its core on the hilltop is the main tomb building, locally referred to as the “*Muzibu-Azaala-Mpanga*” which is a masterpiece of architecture. A tomb building has been in existence since the 13<sup>th</sup> Century. The latest building was the former palace of the

*Kabaka* 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 [sic. This should read 'conical roof'], is a major example of an architectural achievement that was raised using vegetal materials only: wooden poles, spear grass, reeds and wattle. Its unusual scale and outstanding details bear witness to the creative genius of the Baganda and as a masterpiece of form and craftsmanship, is an exceptional surviving example of an architectural style developed by the powerful Buganda Kingdom since the 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 the most active religious place in the kingdom. The structures and the traditional practices that are associated with the site are one of the exceptional representations of the African culture that depict a continuity of a living tradition. The site main significance lies in its intangible values of beliefs, spirituality, continuity and identity of the Baganda. The site serves as an important historical and cultural symbol for Uganda and East Africa as a whole. “

### **Integrity (2010)**

“The boundary of the land on which the tombs are located is clearly marked with the traditional bark cloth tree (*Ficus natalensis*) and coincides with the 1882 traditional boundary. The live markers have been useful in keeping away land encroachers for housing construction and other developments, thus maintaining the original land size. The architectural palace design that comprises the placement of the buildings, and tombs/grave yards of members of the royal family around the *Muzibu-Azaala-Mpanga* reflecting the traditional palace structure is still being maintained in its original ensemble. Although the recent fire tragedy, that destroyed the main tomb building, means that one key attribute is now missing, the cultural traditions associated with building in poles, spear grass, reeds and wattle are still vibrant and will allow the recreation of this tomb building. The other traditional structures are still in place and the key attributes related to traditional ceremonial and religious practices and land tenure and land use practices are still being maintained. “

### **Authenticity (2010)**

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

## **1.4 History of the examination of the State of Conservation by the World Heritage Committee and its Bureau**

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

On 21 February 2011, the State Party submitted a State of Conservation report in response to the recommendations of the World Heritage Committee at its 34<sup>th</sup> Session in Brazil, and on the 30<sup>th</sup> March 2011 it submitted a *Revised Reconstruction Strategy*. In April 2011 the State Party submitted the *Kasubi Management plan 2009-2015*.

At its 35<sup>th</sup> 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 planning for the reconstruction of the *Muzibu-Azaala-Mpanga*.

This Joint Mission was in effect split into two - closely aligned - Missions:

a) An interim UNESCO Reactive Monitoring Mission (Aug 2011) and

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

**Note:** The ToR's of the 2014 Mission ask that there must be a report on compliance and reaction to the recommendations from this Mission.

b) A Joint ICCROM/ICOMOS Reactive Monitoring Mission (April 2012).

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

In November 2011, the UNESCO-Japan technical team visited Kasubi to produce on-site technical observations, to interview the community, and to investigate and make proposals concerning the disaster risk management of the site and the reconstruction works of the *Muzibu-Azaala-Mpanga*. This investigation led to the *Report of a Technical Investigation concerning the Reconstruction of the Muzibu-Azaala-Mpanga* in 30 March 2012. This was followed up by a specialized report on thatching, namely the *Report of a Technical Investigation concerning the Reconstruction of the Muzibu-Azaala-Mpanga (II)* in June 2013 (later translated into English).

At its 37<sup>th</sup> Session (UNESCO, 2013) the WHC, in Decision 37COM 7A.21:

10. Suggests that a fully-fledged capacity building strategy still needs to be put in place to include components such as maintenance, resources management, conservation and documentation training, among others, and also requests the State Party to submit this strategy to the World Heritage Centre for review by the Advisory Bodies;

11. Further takes note of progress made with the first phase of an interpretation and public awareness programme on the restoration of the property, and further urges the State Party to continue this work through the development of the second phase of this programme;

12. Encourages the State Party to invite an ICOMOS advisory mission to the property in order to provide technical advice on the continued implementation of the reconstruction project and appropriate monitoring arrangements;

13. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2014**, an updated report on the state of conservation of the property, and on the implementation of the above and the recommendations of the 2011 mission, for examination by the World Heritage Committee at its 38th session in 2014;

14. **Decides to retain the Tombs of Buganda Kings at Kasubi (Uganda) on the List of World Heritage in Danger.**

In 2014 preparations were made for a follow up mission of the UNESCO-Japan Expert Team in preparation for the actual thatching of the reconstruction project to commence. There was a decision to let the ICOMOS mission coincide with above mission in May 2014.

### 1.5 Justification of the 2014 Advisory mission

The mission justification is contained in the WHC Decision 37COM 7A.21.

(See Terms of Reference in **Annex 1**, Mission programme in **Annex 2** and composition of mission team provided in **Annex 3**).

## 1.6 Activities of the Mission

### Monday 12 May

\* The Mission travelled towards Kampala and was received by Mr Remigius Kigongo, Site Manager for the Kasubi World Heritage property. The mission received a Timetable that reflected the items related to the Japanese Technical Mission, but items relating to the ICOMOS mission were not included in this. The mission therefore arranged meetings and appointments independently.

### Tuesday 13 May

\* Short meeting with Mr Marc Patry of the UNESCO Nairobi office.

\* Attendance of the launch ceremony of the Japan Funds-in-Trust project: “*Technical and financial assistance for the reconstruction of Muzibu-Azaala-Mpanga architectural masterpiece of the Tombs of Buganda Kinds at Kasubi*”, at the Kasubi World Heritage property. (Note: the intended Launch of the Thatching process cannot not happen in public due to the secret and sacred nature of the rituals attached to the procedure, and was postponed for that reason).

\* The advisory role of ICOMOS was acknowledged by UNESCO at the ceremony, and also at a Press Conference afterwards, where UNESCO called on the mission to explain to the Press the basic principles of the Operational Guidelines §172 relating to new developments.

\* In the afternoon the mission joins a special Technical Advisory Meeting with stakeholders. Presentations were made by various stakeholders including ICOMOS, the Japanese Expert Technical mission and CRATerre. UNESCO requested that the ICOMOS mission present a powerpoint presentation of the World Heritage Convention process, the Operational guidelines, the role of the Advisory Bodies and, in all of this to focus on sites on the List of World Heritage in Danger. The mission’s own minutes of this workshop are presented in **Annex 2**.

\* After the Technical Advisory Meeting, a short meeting was held to briefly discuss the vital issues contained in the TOR and the delivery of these to the *Katikkiro* of Baganda. Present were Mr. Augustine Omare-Okurut, Secretary General of the Uganda National Commission for UNESCO, Mr Marc Patry and Mr Msakazu Shibata of the UNESCO east Africa Regional Office, Mr Remigius Chikongo Site manager of the World Heritage property, Mr Sebastien Moriset of CRATerre and Karel Bakker of the ICOMOS mission. Ms Rose Mwanja was not present at this meeting due to other engagements.

\* **Note:** The National Technical Committee was not convened during the mission, different from what was envisaged in the TOR for the mission. The National Technical Commission exists in name but is currently not functional.

### Wednesday 14 May

\* The mission accompanies Mr Marc Patry of UNESCO to the offices of at the UNATCOM offices – the TORs of the mission were presented to the SG and staff.

\* The mission has a meeting with Ms Rose Mwanja, the Commissioner of Museums and Monuments at the Uganda National Museums head office, to discuss the TORs of the mission, request documentation and comments relating to the TORs and to discuss issues relating to the management of the World Heritage property, especially the lack of notification to the WHC regarding new developments at the site and the lack of clear lines of management and communication.

\* As there was no distribution of the TORs to the Commissioner prior to the mission, it was agreed that required documents and comments would be provided to the mission on 19 May.

\* The mission goes back to the 'Tombs of Buganda Kings at Kasubi' World Heritage property to join the technical meeting of disaster prevention design, after which there is further inspection of the site and investigation of issues.

\* In the afternoon the mission debriefs the *Katikkiro* of the Baganda Kingdom at the Bulange Mengo (Baganda Parliament). Additionally CRATerre and the Japanese Expert mission also reports back. By this time Mr Marc Patry of UNESCO had already departed for Nairobi but UNESCO was represented by the UNATCOM and Mr Msakazu Shibata from the UNESCO Eastern Africa region office. The Dir. Museums and Monuments Ms Rose Mwanja was not present at this meeting due to other engagements.

\* A meeting was held with Project Manager for the Reconstruction of the Tombs, Architect Mr Nsubuga, to discuss aspects of the Reconstruction Project included in the TORs of the mission. It was agreed that documents and comments would be provided to the mission on 19 May.

\* A meeting was held with Mr Sebastien Moriset of CRATerre regarding issues of site evolution and management, the concrete block perimeter wall and the relationship between the Wamala Tomb Reconstruction and Kasubi.

#### **Thursday 15 May**

\* Departure of the ICOMOS mission.

### 3 DISCUSSION OF ITEMS OF THE MISSION TORs

The Mission was tasked to prepare a mission report for review by the World Heritage Committee at its 38th session (Doha, 2014).

However, due to lateness of mission and the need for communications to be available prior to the 38th Session, UNESCO and ICOMOS have indicated that the mission Report **be concise in answering the TORs of the mission directly**, rather than following the standard Advisory Mission Report format.

The TORs of the mission mostly fall within the framework of the Japan Funds-in-Trust project : “*Technical and financial assistance for the reconstruction of Muzibu-Azaala-Mpanga architectural masterpiece of the Tombs of Buganda Kinds at Kasubi*”.

The concise discussion of the TORs of the mission therefore include the following items:

#### **3.1 Integration of the research on traditional building practices into the revised Reconstruction Strategy**

##### **Advisory**

There is continued research on traditional building practices and the integration of this research into the revised Reconstruction Strategy is culminating in a positive result in terms of retention of authenticity and integrity. The comprehensive survey, documentation and analysis of Bagandan funerary architecture and sites are however still outstanding and it has not been defined how the knowledge gained has been included in the production of detailed Reconstruction Drawings and specifications for the Re-Construction Project. A lack of knowledge from this survey will also detract from the fullness of interpretation and presentation of the World heritage property as a whole.

In terms of practical conservation there is need for further refinement of the procurement and storage of grass for the reconstruction.

The rediscovered knowledge of intangible values related to the construction of the tombs has lead to a greater awareness of the ‘spirit of place’. The results of the completed research and its application needs to collated and made part of the presentation of the property.

##### **Discussion**

The following has been informed by responses from the project architect as well as interaction of the author with the project over several missions:

Before the loss of *Muzibu-Azaala-Mpanga* by fire, various academics had researched vernacular architecture of Uganda, but it was only through the catastrophe that a more integrated focus was placed on the intertwined relationship between tangible and intangible heritage as they manifested in the most prestigious architecture of the Buganda kingdom – the *Muzibu-Azaala-Mpanga* – that the need to understand the relationship between spiritual values, ritual use of space, religious rank, leadership on the one hand and architectural order, space, form, and articulation on the other hand, had suddenly come to the fore.

##### **a) Archival research**

For the purposes of drafting the Reconstruction Strategy and a final design that would replace what was lost in its fullest sense, the Project Architect visited museums and archives abroad to find historic material pertaining to the Kasubi tomb and others, and which material was used in achieving the most authentic result with the reconstruction.

A deeper knowledge of traditional Baganda architecture was achieved, but most importantly, the Architect could establish the stages and changes that the *Muzibu Azaala Mpanga* had undergone with time, due to different reasons.

These included the original model by Sekabaka Mutesa I in 1882, the different renovations when it became a tomb (1897, 1905, etc) and the 1938 alterations that included the introduction of concrete and steel and which was the iteration that was lost to fire. The studies subsequently focused on the possibilities of reconstructing the above structurally but also what the problems were that caused continuous failure of the thatching through rotting. For this the possibilities of raising the pitch to that or similar to that of one of the earlier models (1897, 1905) were explored and realized in the reconstruction design to ensure that the critical problem that was introduced in 1938 was not repeated.

From Roscoe's historic documentation on aspects of Buganda, it was discovered that Kings had fire-fighting systems in place in their enclosures, further emphasizing the need to look into the aspect of appropriate and integrated fire fighting systems in the reconstruction work.

### **b) Intangible values**

In order to understand the intangible values of the property – over and above archival research - the reconstruction team conducted one on one interviews and informal social interaction with the residents of this community (ie. with the Nnalinya, wives, princes, princesses, caretakers, etc). in order to learn about

- the various rituals of the place, where and when they applied, and especially also before and during the construction of the Kabaka's house.
- The taboos, norms and cultural practices acceptable within the Lubiri.
- The obligations and traditional titles of different role players to the Kabaka, and how these are passed on from generation to generation.
- The custodian and inheritance system.
- Symbolism integrated into the different elements of the site, e.g the 52 rings of the roof, the *kyooto*, the burial of the *Sekabaka*, etc.

From the different interactions, the evolving history of the site was understood, the site as a political core during the rule of the *Sekabaka*, and afterwards as the spiritual core for Buganda. The main realization was to realise the sacredness of the site as a whole, that the social, political and religious history is not only embedded in the tomb structure but the entire site. The site is the centre of change in Buganda and the centre of current livelihood in Uganda at large.

### **c) Research through a pilot project**

The reconstruction of the large-scale tomb at Wamala had the desired result of heightening the craftsmanship of the thatchers that are trained for the thatching at Kasubi.

### **d) The Japanese Funds-in-Trust**

Further directed research has been done on traditional building practices by the UNESCO-Japan technical team, for the purposes of increasing the quality and authenticity of the Kasubi tomb reconstruction.

This research brings a deep knowledge of Japanese traditional architecture, with a focus on timber and thatch roofs, to the Kasubi project, in a truly remarkable manner. It is particularly the processes around assuring a constant grass supply, quality control, correct storage of supplies and also traditional, and modern, fire protection and fire fighting systems that is extremely applicable to the current situation at Kasubi, where the existing local knowledge of these could be augmented to the benefit of conservation and safety.

The Japanese team has produced technical documents that have already been instrumental in adding value to the whole reconstruction process, and that are being implemented on site.

Examples are the re-organisation of procurement of grass, the storage facilities on site for grass, and of course the technical know-how on the fire detection and fire fighting system that is being installed on site, but also the training of the inhabitants and staff on the site, to be able to act correctly during a fire situation.

During the Technical Advisory Meeting on 13 May Prof Nitto explained that mission of the tour of the Japanese expert group was to locate and inspect grass fields suitable for the thatching of the tomb building, to study cultivation and thatching techniques, as well as an inspection of traditional buildings in the Buganda kingdom, namely in the village of Karuma, Barodugu, Katulikire, Mutai, Kiko, and of course the Field exhibition at the National Museum. This inspection is reported on in detail in the UNESCO-Japan Technical Mission Report of May 2013, and exposed the fact that varying forms of traditional wall and roofing construction techniques were still alive in the kingdom.

The results of this technical inspection of traditional thatching is now very much part of the evolving knowledge base that is being applied in the growing, cutting, preparation, bundling, drying and application of the thatch for Kasubi.

**e) Other Baganda royal tombs:**

Apart from the UNESCO-Japan Technical Team's visit to 3 Baganda tombs, there is no evidence of a detailed survey, documentation and analysis of other Baganda tombs and their sites and ritual practices.

The UNESCO-Japan Technical Mission tour to 3 tombs near Kasubi, ie. Kyerero, Mmende and Kyaddendo, showed that there are indeed some small traditional tombs in the kingdom. The report (2013: Appendix 1 p.97) states that "There are 16 tombs in Buganda at the moment, where the conservation varies greatly." and "The three tombs we visited were showing different state of conservation but all of them had altered the shape from the original structure and many were having difficulty in conserving the Tombs". There was one small temple having wattle-and-daub walls and thatch roof, but the one tomb was a contemporary building and the other had plastered brick walls but with a roof of thatching covered by sheet metal.



Small temple at Kyerero



Tomb of Kabaka Kalema at Mmende



Kyebando tomb at Kyaddendo

It is still important to perform a systematic study of all 16 tombs to be able to define what relationship other Bagandan tombs have with that at Kasubi and Wamala, and the mission stresses that the detailed survey and analysis of Bagandan tombs and their sites are still necessary components required for a full understanding of Bagandan sacred environments and the relationship between the spiritual and concrete realms, to understand the royal architecture and place as found at Kasubi, and to compliment the interpretation and presentation of the World Heritage property.

### **3.2 Non-submission of the detailed reconstruction drawings for evaluation by the Advisory Bodies**

#### **Advisory**

The non-submission of the results of research on traditional building practices and subsequent detailed revised reconstruction drawings, is mainly due to all the stakeholders in the process not conforming to the management structure and processes detailed in the Management Plan and non-activity by the National Technical Committee. The mission has managed to re-affirm the necessity of conforming to the requirements of the Operational Guidelines, the Management Plan and the formulated and accepted management structures and processes, as well as the urgent submission of revised timelines and a critical path with proposed benchmarks for the reconstruction.

#### **Discussion**

A major concern, which also prompted the advisory mission, is the commencement of works without prior consultation with WHC 35 COM 7A.17.

The main concerns and requirements are:

- The approved Reconstruction Strategy should be augmented to include the results of a research project to collect documentation on the traditional building practices of the other Bagandan tombs that would inform the detailed plans for reconstruction.
- The Committee requested the State Party to submit to the World Heritage Centre for review by the Advisory Bodies before any work commences, details of the reconstruction drawings for the *Muzibu-Azaala-Mpanga*.
- The Committee also requested details of the fire prevention plan for the whole property to be presented for review before it was adopted;
- Although a Restoration strategy has been agreed-upon for the *Muzibu-Azaala-Mpanga*, this needs to be augmented with details of the precise work to be undertaken and a timeframe for its implementation, as requested by the Committee in 2011, 2012 and 2013; and these should have been provided to the World Heritage Centre and Advisory Bodies for review before the detailed re-building work commenced.
- The project that has been developed with these funds calls for regular evaluation and reporting missions, whereby external experts familiar with the site and specialized in the conservation of African Heritage would be called upon to evaluate the work done on the ground and produce detailed reports for the World Heritage Committee's consideration
- In the SOC report produced for the Committee this year, the World Heritage Centre and the Advisory Bodies note that work has now started, without seeking ICOMOS technical advice and without clear approaches to capacity building, interpretation and public awareness as well as the follow up to the recommendations of the 2011 mission. No further details have been provided on technical details, revised timelines nor a critical path with proposed benchmarks for the reconstruction of the property, all of which were requested.

The mission has ascertained that, apart from the State party not heeding the *Operational Guidelines* and the Decisions of the WHC, the processes of the project management structure are not followed correctly, and that the National Technical Committee does not convene any more, which means that the spectrum of stakeholders in the reconstruction process are not aware of progress, changes and new decisions, and do not input in many of the decisions.

The reality at present is that the reconstruction process has devolved to a very small group. There is currently a close and good working relationship between the project architect and

the [new] *Katikkiro*, but the work proceeds without the understanding that decisions have to be tested and corroborated in the national heritage management process specifically constituted for the reconstruction, and that decisions also have to be put to the Advisory Bodies through the instances of the National Museums and Monuments office. The debriefing meeting with the [new] *Katikkiro* exposed the situation that he was under the impression that the project architect is dealing directly with ICOMOS and the Centre and that they are aware of things, and that he did not realise that there is a management structure to link the project work with the Advisory Body and the Centre.

In dealing with the evolving reconstruction process into the future, the correct procedures and management structure was explained in detail, and in terms of the current and proposed new projects for the property, the necessity of complying with §172 of the *Operational Guidelines* and the processes defined in the Management Plan, were stressed. The mission requested urgent responses in terms of the WHC Decisions.

### **3.3 Consideration of the relationship between the Reconstruction Project and the Reconstruction Strategy, inclusive of the relationship of the structural drawings to the Reconstruction Strategy**

#### **Advisory**

Construction work at the *Muzibu-Azaala-Mpanga* has started, and the strength and soil tests for the column foundations, the casting of new column foundations, the casting of columns and the manufacture and erection of the steel roof of the *Muzibu-Azaala-Mpanga* have been completed.

The steel support structure corresponds correctly to what was envisaged in the preliminary Reconstruction Strategy approach and drawings.

There have been revision drawings issued since the start of works (Note: This does not constitute a full set of Reconstruction Project drawings - these revision drawings were only provided after the mission for purposes of evaluation in this Report, and these were duly transmitted to ICOMOS by the author) – these revisions are related to evolving site issues as well as from the outcome of the study of traditional architecture. These changes include: the exact location of concrete columns and timber poles through GPS, more exact detailing of the bolt anchorage on the column tops, refinement of the steel cross-bracing, the change from round column footings to square, the exact height of the inner and outer walls relative to the roof pitch and the roof end support detail. The mission is of the opinion that these have been mostly beneficial to the project, and that are not deemed to be critical to the salvage and retention of OUV.

There have been deviations from the architect's design specification in the reconstruction process, that have diminished the integrity of the tangible remains of the Tomb building.

#### **Discussion**

The *Reconstruction Strategy of Muzibu-Azaala-Mpanga* (2011) has at its heart the salvage and retention of the OUV of the property that was impacted on by the fire of 16 March 2010, making sure that the reconstruction process would be well prepared, researched, managed and documented, ensuring that the risk of disaster is removed, ensuring that the intangible values of the property are maintained, building an effective and appropriate management structure on the property and capacitating and empowering staff through training.

(Note: The author of this mission report was involved in assisting with the original drafting of the Reconstruction Strategy. At the time of the drafting of the Reconstruction Strategy the author was also asked to (during that mission) to assist to ensure that the design and reconstruction drawings would be in line with the aim to salvage and reconstitute the lost component of the OUV of the property).

The Reconstruction Strategy was intended to be a conceptual document that set out the approach to reconstruction and the basis on which decisions were made. It did not provide full details as to how the new building would look, or precise details of the materials to be used.

Following on from the Reconstruction Strategy a Reconstruction Project was developed with Reconstruction drawings and associated specifications (that detail materials, their source and traditional practices).

The limited set of drawings for the Reconstruction Strategy were included in the Reconstruction Strategy document, which document was sent to the WHC, but the final set of Reconstruction drawings and specification that were executed for the Reconstruction Project, have up till the present not been separately submitted to the WHC and Advisory Bodies for review, comment and archiving.

In terms of the steelwork design, the mission can attest that the work is of a high standard and that there is exact correspondence with the Reconstruction Strategy intentions in terms of overall form and assemblage, as well as for achieving the proposed desired steeper slope to ensure that the thatch would not pit and rot – reconstruction strategy sets out why the roof slope had to be altered and how this was decided upon, following historic archival material sourced by the architect, and after being approved by the National Technical Committee and the WHC.

The structural engineering design and manufacture is the most technically demanding component of the project. Because the bearing tests on one column footing (done after the required purification rituals had been performed to allow digging below the floor of the tombs) indicated that new columns footings had to be cast, the process of aligning the tops of the columns in a perfect circle and checking their plumbness was difficult – new GPS positioning technology allowed for this. The steel cappings with bolt positioners were similarly affixed to the columns. The steel support structures were brought to site in large components and positioned onto the columns and fitted perfectly. This allowed for the top conical section with ventilator cap to be bolted on. The whole process took 2 days.

The bottom tension ring of the steel roof structure has brackets for the timber beams that take the roof down to just above the level of the existing outer apron of the tomb building. The outer beams rest on the outer ring wall, and then lastly on short timber columns stubs, all as the building before it burnt down. In order to determine the exact height of the outer wall – that had to be partially reconstructed with new material due to fire damage and loss of bearing strength – a timber test beam was installed and the wall height determined, and constructed.

The current mission has ascertained that there have been changes to the original design and reconstruction drawings due to conditions on site that were not known beforehand. These include a lack of knowledge on the structural stability of the outer wall and the columns footings, the fact that the Wamala reconstruction would be the testing ground for the Kasubi project, as well as the results of the further research on traditional building techniques.

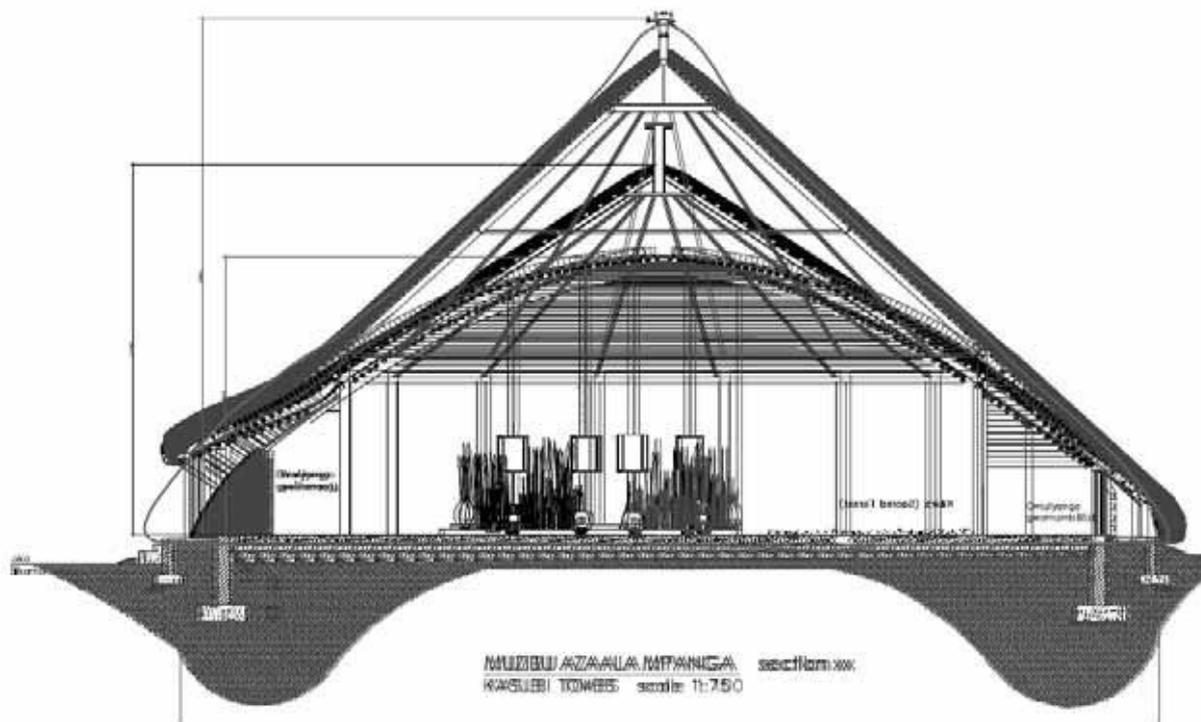
The current mission managed to obtain copies of revised design drawings that contain changes in the original reconstruction design - These are sent to the Advisory Body together with this report. The bulk of drawings contain the greater detailing of aspects and/or refinements of aspects in the original drawings.

From my understanding of the original reconstruction drawings, there are only minor deviations to the design due to practical issues, and none that are deemed to be detrimental to the salvage and retention of OUV.

Examples are the exact location of concrete columns and timber poles through GPS, more

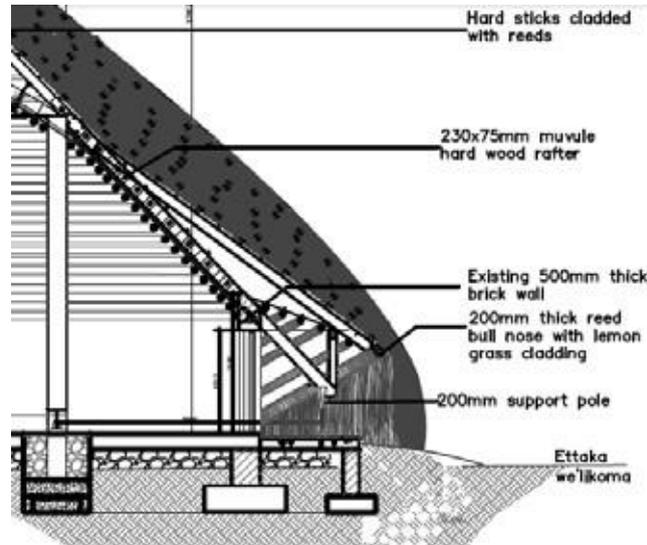
exact detailing of the bolt anchorage on the column tops, refinement of the steel cross-bracing, the change from round column footings to square, the exact height of the inner and outer walls relative to the roof pitch and the roof end support detail.

In the 1938 version of the tombs – the one that burnt down – an inner circle of concrete support columns and a steel roof structure were introduced: This roof did not follow the roof pitch of the version it replaced, and had a very shallow pitch, that over the years caused problems with thatch deteriorating fast because the water seeped into the thatch. The Reconstruction Strategy included for the reconstruction of the concrete and steel elements (that were sanctioned by the *Kabaka* at the time) but to have a steeper pitch like the preceding version. This is therefore not a new change – it was approved in the original Reconstruction Strategy - but the author would like to show the efficacy of this decision which has been recently demonstrated through a superimposition of the 1938 version that was burnt down and the version that is being constructed (note: the new roof end detail is not yet included in this drawing):



A very interesting change that has been effected since the 2011 Reconstruction Strategy is the roof-end detail – as shown below and in the 2011/2014 comparison in **Annex 4** - This change includes for new insights from the research on thatching techniques and the need for better termite protection through omission of the outer support poles.

The mission advises that the total set of Final Reconstruction drawings, project timeline and specifications that form the basis of the tender and execution of the Reconstruction Project, inclusive of a clear definition of how the work is to be carried out, monitored and recorded, and with the agreed to timeframe, be collated and formally submitted to the Advisory Body as the master set for the project. and as a record of precisely what is to be built. These will be kept in the WHC archives. If changes are proposed as the project progresses, then further details should be submitted with an appropriate justification before the changes are accepted.



What has been disconcerting are changes that have occurred that were not intended – the worst example is the following:

There has been a tender process to appoint a suitable Main Contractor, under whose contract all trades are included, including the sub-contracts for thatching and bark cloth work by the traditional craftsmen. There are negative experiences with this main contractor in terms of due diligence, timelines and quality: Inter alia it appears that the main contractor, according to the architects *Project Status Reports*, and corroborated during the mission, was supposed to have removed the structurally unstable portions of the outer wall only and to have left the stable portions of original fabric, but he has on his own accord demolished the total outer wall. The wall has been rebuilt, using a mix of the original bricks that retain structural quality, and new bricks that have been mixed randomly with the re-used bricks. It is important to record this new constitution of the outer wall of the Tombs and to add this to the list of changes effected to the material integrity of the artefact since the fire.

### 3.4 Recommendations of the 2011 Mission

#### Advisory

The necessity for a Capacity Building Strategy has been continuously brought to the fore and underscored – however, while good work has been achieved in this regard, there is as yet no fully-fledged capacity building strategy and programme with sustained resourcing for continuous training and capacity building for skills in maintenance, resources management, conservation and documentation training (the only capacity building required for the Reconstruction Project would be in terms of documentation of the process and activities)

The Site Management needs to be strengthened with additional technical staff with expertise relating to urban issues and development of the property.

A Craft production group must be constituted and resourced to produce the locally required artefacts and suitable products for selling on site in a controlled and audited commercial environment.

There is need for further training in documentation.

There needs to be better central management, inventories and curation of the documentation that has already been achieved and to be produced in the future.

There is a need for a sustained Public Awareness programme.

#### Discussion

The progress made with the 2011 Mission report recommendations were inspected on site and discussed with Ms Mwanja, Director Museums and Monuments.

#### a) Capacity building

i) In terms of the Reconstruction Project documentation, the 2 man team that is documenting

the Project is doing the most rudimentary documentation but the specifications as laid down by UNESCO and the Buganda technical committee are not fully met - there are components missing due to a lack of skills. The team lacks knowledge and expertise to expeditiously organize, store, and interpret the photos in a methodical, technically correct way for future retrieval and use. Furthermore, the photography needs to be accompanied by illustrative notes that are not yet present. While CRAterre has been assigned to undertake documentation of the thatching process, this is not a sustainable way forward. There is a need for a capacity building workshop to improve the quality and range of the documentation work that is required for the Reconstruction, but also for heritage management of Ugandan heritage sites in general.

ii) In terms of external capacity building, it was reported that advantage had been taken in some of the on-going international activities, but no specific aspects were tabled.

iii) In terms of in-house capacity building re. thatching, a technical team comprising of the Site Manager, Head Thatcher and Chief Decorator undertook to identify areas where required vegetal materials could come from (They identified mature palm fronds, sisal, and spear grass areas namely Bukulula, Kalungu and Bombo), and simultaneously took the opportunity to train locals on how best to prepare the raw materials, and the chief Thatcher and Decorator carried out demonstrations of how to prepare materials and discussed appropriate storage methods for the finished product before it is transported to Kampala. It was determined that general supervision would be required on the ground during the production of material for transport to the site.

The team identified one person with the required skills for making small ropes for the preparation of the central structural rings of the roof of the Tombs. He was urged and supported to train his sons in the same skill for the forthcoming exercise.

Capacity building on thatching skills has been undertaken in phases, the first being on the (three) Balongo houses that were built during the emergency phase to store rescued artefacts. The second phase is done with the same team in the re-thatching the Wamala tombs, in the hope that they have ample time to fully master the skills before tackling Kasubi. The expertise of the UNESCO-Japanese mission is making a further contribution in terms of process and quality.

iv) In terms of the youth, the Uganda Voluntary Development Association had an activity at the World Heritage camp held at Kasubi tombs during mid 2013, and they will do another one during July 2014 – at this camp a number of youths are encouraged to render volunteer work for the world heritage site, and in 2013 were taught to clean and plant indigenous trees.

#### **b) Site management and development**

(Also see 3.5 below)

The World Heritage property is currently managed by the Site Manager Mr Remigious Kigongo and the custodians, namely the *Nnalinya*, the *Katikkiro* of Kasubi Tombs and the wives that live within the site. Additionally, there is a specific visitor management team, comprising of the guides, the traditional guards and newly appointed special police. The permanent conservation team comprises of the head thatcher, the cleaners, and other members responsible for the decorations in the tombs. There are two staff appointed for documentation of the Reconstruction.

The mission has come to the considered opinion that there must be a budget that is appropriate to ensure the continued presence of the Site Manager on the site, and that another specialist technician be appointed to assist the Site Manager specifically in terms of linking with the Municipality Planning Office on planning guidance for and management of the Buffer Zone and the National Technical Committee in terms of the management of the future site development process flowing from the Master Plan (once it has been approved).

### **c) Documentation**

(Also see 3.7 below)

In terms of the Reconstruction Project at Kasubi, since the fire there have been various documentation actions, including documentation of:

- Artefacts that were rescued from the tombs during the inferno.
- The procurement of the central pole for the site;
- The thatching of the Balongo houses and their decorations were done with photos and sketches, but there are no accurate scientific descriptions of these.
- The soil testing process;
- The excavations of the columns;
- The rebuilding of the columns and the external wall of the Tombs;
- The erection of the steel works.

It was understood the Project Architect for the reconstruction of the Tombs is also keeping documentation records produced during the course of the project.

The mission recommends that there is further capacity building on documentation techniques, that the various documentation files be properly inventoried and that a central archive be established for all documentation, and that this archive is resourced financially.

### **d) Craft activities**

No organized craft activities have as yet been introduced.

However the wives/ widows at the site do continue to individually weave traditional mats and baskets for use on site but also sell for financial gains. This was witnessed during the mission.

The mission suggests that a craft production group be constituted and resourced to train younger members on site, and also to conceptualise and produce artefacts - with integrity relating to the site - for the expected tourism demand.

### **e) Interpretation centre and public awareness**

This discussion refers to Item 11 in Decision 37COM 7A.21: '.....development of the second phase of the Public Awareness Programme'.

No proper Interpretation Centre exists as yet. There is no stakeholder committee or work group to define the exhibition narrative/s and plan the production of the exhibits.

CRATerre has earlier provided the laminated A3 sheets for the Guides to represent the site interpretation in a consistent manner, and recently an information panel was put up at the gate to the Royal Enclosure – this provides a history of the site, explains the site management and has information on the Reconstruction project progress.

The *Katikkiro* has acknowledged that the transfer of information on the property and the Reconstruction is sorely lacking and that there is a great need to have a Public Awareness programme – there is a commitment to resource this soon.

The TOR of the mission required participating in a 'project reconstruction stakeholder meeting (to be organized during the mission by the National Commission for UNESCO) as a means to understand progress with interpretation and public awareness and involvement of the local community'. Unfortunately the item was not included in the Technical Advisory meeting of 13 May (See programme in **Annex 3**).

### **3.5 Adequacy of the governance structure for the project**

#### **Advisory**

The governance structure is adequate, but has to be followed and re-affirmed and components like the National Technical Committee must be revived. The needs and resourcing for the management of the property have to be reassessed.

#### **Discussion**

The Governance structure drafted for the latest Management Plan is totally adequate for the management of the property, as well as for the Reconstruction project. However, discussions with stakeholders, observations on site, the fact that the National Technical Committee is not meeting, the lack of funding for continuous site presence by the site manager, as well as the recent diminishment of well-defined management responsibility and poor communication lines between stakeholder parties, all indicate that there needs to be a re-commitment to the management governance structure and re-affirmation of communication lines, responsibilities and accountabilities.

New stakeholder parties, eg the Department that is active on site – have to be added to the organogram.

The traditional custodians – including the *Nnalinya*, the *Katikkiro* of Kasubi Tombs, the wives and the traditional guards that live within the site – all have their specific duties and responsibilities relating to the maintenance of the sanctity of the property, the World Heritage Site Manager has a large portfolio, from maintenance, visitor guidance, events and disaster management to exhibitions and financial control, but that currently happens to include accommodating the Reconstruction project.

It has come to the attention of the mission that while the *Katikkiro*, guides and the traditional guards are there every day and the *Nnalinya* comes in whenever required and with the police available full time, the National Museums and Monuments do not have an adequate budget to ensure the site manager's presence on site every day as intended in the Management Plan.

It is recommended that there is an adequate budget to not only assure the presence of the site manager on site every day of the week, but that there be an assessment of all the activities and skills required to manage the World Heritage property and the correct portfolios and staffing levels for the site be defined.

### **3.6 Documentation of the reconstruction process**

#### **Advisory**

There is progress with documentation of the reconstruction process but quality and completeness are hampered due to lack of organisation, skills, equipment and security issues.

Funds for training and facilities should be applied for. A central archive should be established for work to be transferred from the architect's office to the archive.

#### **Discussion**

The Project Architect states that there are two technicians working under his supervision, who take regular photographs of the building works from predetermined, fixed positions, as well as detail shots of various components and detail of construction processes.

The project has been documented in the following ways:

#### a) Photography:

- There is a documentation team in place, headed by Mr. Kalanzi David. They are in charge of photographic records of all events and physical progress on the project and or any other elements on the Heritage site.
- The Architect also takes photographs of the reconstruction and any other elements on site weekly and whenever site inspections are held. All works going on are

documented in this manner and stored in order of months and date.

b) Drawings:

- Sketches are done as inspections are going on, to explain and, or understand different aspects on the reconstruction subject, as well as any other arising matters. These are majorly by the Architect and are usually issued to the Contractor. Copies are kept with the Architect.

c) Reports:

- The Architect is in charge of and has been documenting the Project in monthly reports, as well as status reports (quarterly). These have been and are shared with UNESCO, Ministry of Tourism and Antiquities, as well as the Buganda government.

d) Exhibition:

- The project history and reconstruction strategy has to date been represented in the current exhibition on site. This exhibition is still work in progress and more information is to be displayed and updated in and with time.

Challenges/ problems in this regard include:

a) The Documentation team lacks in aspects like equipment to edit, print and document their images and records. The funds to support this are also not available. The quality from the team has therefore not been as expected, and for this team documentation has been limited to only photography.

b) The records are not submitted for the required reports and to the different authorities in time, due the challenge mentioned above.

c) Many on the team are yet to be more conversant with the level of detail and kind of imagery required to document a World Heritage reconstruction project such as this.

d) The reports should be compilations of all the different team members/consultants reports for the month. However, these do not come in time, or at all on many occasions, leaving the reports lacking in some areas.

e) Lack of equipment for constant site documentation.

f) Security mechanisms in place are also very minimal. Therefore, permanent recording devices cannot be put in place on site.

### **3.7 Project timetable and potential challenges**

#### **Advisory**

The original project timeline has been changed dramatically by the realities of the project and the problems with procurement of grass for thatching. A realistic, revised timeline with a clearly defined critical path is urgently required.

#### **Discussion**

The latest *Status Report* (Nsubugu April 2014) contains a revised timeline that has been sent to the Advisory Body by the State party before the writing of this report – this timeline has not been discussed in the National Technical Committee.

The Project architect has provided the following detail:

The work program for the project has constantly been changing. The Contractor has apparently never provided a detailed work programme based on the items of the tendered contract, and therefore the Architect has guided this project with a master work-program which has been constantly updated from the actual activity pace and events on site. However, a Final Timeline with critical points has not been agreed upon yet.

Activities left to completion include:

1. Structural timber erection on roof and painting of steel structure.
2. Thatch works
3. Fire fighting installation.
4. Landscaping and drainage
5. Internal features of the Tomb building (eg. bark cloth work, a dias for the spears, internal timber columns, mats and refabrication of the movables destroyed in the fire.

## 6. Renovation of Royal Courtyard houses.

### Potential challenges:

- a) The main challenge has been and still is the Contractor's failure to follow the Architect's instructions in time or at all. Many different works have been slowed down or not been done to specifications as well as delayed in the past due to this very problem. This trend has continued and still is on site.
- b) Procurement of the vegetal materials is likely to take more time than planned for because these materials are not readily available in proximity. Search has to be done far and wide to obtain them. [Note from mission: The structured approach of the UNESCO-Japan Technical Mission has now been absorbed by the local stakeholders, but this has unfortunately not been able to ensure delivery of grass for the thatching on the date envisaged in the original project timeline, thus pushing the timeline backwards by months]
- c) The many authorities on the project override instructions issued by the person in charge (Architect) on different occasions, which undermines the Project Manager's authority and interferes with the planned schedule for the project.

### **3.8 Contingency plans to overcome potential barriers**

#### **Advisory**

There is need to reconvene the National Technical Committee and to confirm an adjusted timeline and critical path for the Reconstruction Project.

The Reconstruction Project will be stalled by the lack of immediately available thatching grass of the right quality and quantity, but there is a plan to ensure its future availability.

#### **Discussion**

- The various discussions and inspections during the mission has highlighted the diminishment of communication between all relevant stakeholders involved in the Reconstruction Project process and the lack of adherence to the management system that is defined in the Management Plan.
- The envisaged integrative and guiding role of the National Technical Committee has fallen by the wayside, and contrary decisions are being made and effected by various persons and bodies involved with the project.
- The national Museums and Monuments office do not always have access to all the data and technical decisions to be able to liaise with the WHC as required, and are also not represented at or part of the detailed decisions being made about the site by the office of the Katikiro and its site committee.

### **3.9 Progress with Fire Prevention strategy and adequacy of specialist advice**

#### **Advisory**

The Fire prevention Strategy is on track and a reduced system is being installed until the total system is commissioned.

The specialist fire prevention advice is of a high standard and applicable to the problem.

The final design drawings of the fire fighting system must be evaluated by the Advisory bodies in terms of the system's impact on the spirit of place and authenticity and integrity of the site.

#### **Discussion**

The mission timetable did not include for participation in, but managed to witness portions of the technical meetings on the latest designs for the fire detection and fire fighting system. The UNESCO-Japan team presented detailed drawings of the system and had discussions about the impacts related to the location of the pipe reticulation and various components like tanks, engine rooms, and generators. Mr S Moriset from CRATerre assisted in identifying impacts and problems.

The components of the system will have a definite impact on the visual qualities and spirit of place of the property, and it is necessary to evaluate the final plans in terms of their impact on OUV.

### 3.10 Project reconstruction stakeholder meeting - the 'Technical Advisory Meeting' of 13 May

#### Advisory

The Technical Advisory Meeting brought insight into the achievements and shortcomings of both the Reconstruction Project and the Overall site management;

There is insight into the need for progress on the corrective measures required to remove the site from the List in Danger;

There is insight into the need to follow the defined processes within the World Heritage management system;

There is awareness of the need to ensure that the management plan is followed and that the approved management structures and communication lines be implemented;

There is gratitude to the Committee and Advisory Bodies for sensitising the leadership to make sure that the criteria for inscription are protected, that the inscription criteria will be at the centre of all decisions, that the statutory processes and decision making structures be followed and that needs for the effective management property be resourced;

The Reconstruction Project Documentation process by CRATerre is on track; There is concern regarding the problems with procuring thatching grass in the short term.

The technical reports, complete set of drawings and Specification of the Reconstruction Project must be collated, sent to the Advisory Body for review, and become part of the record of the building at the WHC.

There is a general endorsement of the importance of correcting what went wrong and proceeding forward by doing the right things.

#### Discussion

The meeting was organised to discuss the *status quo* of the project and to make sure are stakeholders share the single vision for the reconstruction of the Tombs - The meeting was chaired by Mr Marc Patry of UNESCO:

a) Project *status quo* - Project Architect for the Reconstruction Project, Mr Jonathan Nsubugu

The Project Contractor listed issues and problems experienced on site:

- The contractor is not experienced in any conservation ethic and practice
- The outer wall of the Tombs were tested for structural stability – unfortunately portions had to be removed and rebuilt – in this process the contractor demolished the wall completely;
- Deviating from earlier decisions, the *Katikkiro* had demanded that the perimeter wall not be built with reeds but with concrete blocks;
- Other actors on site undermine the Reconstruction Project manager's authority.
- There is a move to build new houses with tin roofs covered with grass.
- The entrance building needs urgent attention since it is falling to one side – a reconstruction design had been prepared – the building will have a higher pitch to avoid rotting of the thatch - WHC has to be informed;
- Buffer zone – The *Katikkiro* wrote to the Municipality to implement the Buffer Zone;
- The concrete entrance arch of the Tombs has no structural integrity due to the fire – templates of the original were made for its reconstruction;
- The replanting of the Fig tree boundary is part of the Master Plan, but this needs to be followed up.

b) The plan for documenting the roof thatching – Mr Sebastien Moriset, CRATerre

The following points were raised:

- CRATerre was appointed to assist with a full the documentation of the Kasubi

Reconstruction Project;

- CRATerre would also be involved in documenting the roof thatching process;
- The lack of detail information about the 1938 reconstruction initially presented problems
- There was a concerted effort to trace all historical photos of all versions of the building;
- The documentation project is a conservation project, but it will also be used to enhance the visitor experience;
- The documentation project will include archival material and documentation of know-how from many sources – including craftsmen, technologists, custodians, the kingdom, the state and also foreign experts
- A Table of Contents for the documentation project was suggested;
- A Way Forward for the project was suggested;
- A project objective is to define how to make documents accessible to the public.

#### c) Technical aspects of timber roof structures and thatching – Prof Kazuhiko Nitto

Prof Nitto is a veteran in this field, with experience through working on a 100 structures over 35 years, of which 50 were thatched structures – his presentation touched on the following:

- A discussion of the realisation from the Missions of 17-25 October in 2011 and March 23 – April 6 in 2013;
- The making of a 1:20, 3-D model and drafting the technical reconstruction reports;

A discussion ensued around the quantity and availability of grass for the Kasubi project – the following information is pertinent:

- The advance supply of grass was ad hoc till now – in future it will be organised;
- It is now known how much grass is required, but this needs to be corroborated by Prof Nitto's team;
- 40 acres of Spear grass have been offered by the Baganda Foundation to utilise for the immediate future but there are still contractual issues to overcome;
- Importantly, currently there is not enough grass available on the fields;
- The grass lying on the ground at Kasubi already has a fungus;
- Baganda has enough lands for thatch and wetlands for reeds - these will be protected but for now procurement will be from fields all over the country;
- The Spear grass is almost extinct – replanting must be in the national land plan;
- The Site manager is organising on-going research on local skills and materials.

#### d) WHC process – KA Bakker ICOMOS

The ICOMOS mission was tasked to do a presentation on World Heritage management processes, with a special focus on places on the List of World Heritage in danger:

The presentation elicited a lively discussion:

- It is clear that even if the Tombs are reconstructed perfectly there are other issues on the property which may keep it on the List of Properties in Danger;
- The WHC will look if there is still hope if the State Party will observe the protection of OUV or if there is no interest;
- More interaction is required between the national stakeholders and also between the State party and the WHC;
- Protection of the site needs to be done in a way that will not close the site off from its context;
- There are too many power bases and the management plan is not followed;
- It is necessary to reaffirm the management on the basis of the inscription criteria – this is what all agreed to do, and what all should be doing;
- There is great need for a communication strategy - the National Steering Committee must be tasked to proceed;
- The advisory bodies were asked to help sensitise the superiors to follow the criteria and to take this on board before developing the site further.
- The spatial relationships on site must be analysed, protected and used for the site

- development plan and interpretation and presentation;
- Mr Lazare Eloundou reiterated that, on behalf of the experts on mission, it must be stated that the WHC should have been informed of the development under para 172 of the OG's that would have allowed for mitigation of the design, and that the resultant problem with the concrete wall is that it is not congruent with the values of the property and – there must be rectification of the impacts at the entrance where it is important to save significance;

The meeting ended with a general endorsement of the importance of correcting what went wrong and proceeding forward by doing the right things, as it should be done at a Baganda site and a World Heritage site.

### 3.11 Review of the architect's status reports

#### Advisory

- There have been losses in integrity of the little that remains of the historic fabric.
- There are concerns regarding the loss of authenticity and integrity of the existing buildings around the Royal Courtyard and the lack of integrity of the new buildings.
- The timeline of the project is out of date and envisaged completion targets will not be achieved.
- The mission cautions against rushing the project at the expense of Discussion

The following items in the architect's *Status Reports* were identified as issues to resolve or discuss:

- a) The contract expiry date was 14<sup>th</sup> March 2014. The contractor has requested an extension of 461 days! – that equates to 15 months [30 day months] or 23 months [20 day months].
- b) There are too many authorities on the project with different notions of how to proceed on the project.
- c) The site works have been done without a foreman for 4 months in early 2014, and the contractor was not present on site.
- d) A new concrete beam had to be built on the extant non-load bearing internal walls to provide structural stability to the walls that had to be made higher due to the steeper pitch of the roof – the integrity of the whole is being diminished.
- e) The outer ring wall was completely rebuilt after the contractor failed to replace only sections of wall whose structural integrity had been lost but demolished the totality. A decision was made to reintegrate the existing bricks into the rebuilt wall – the integrity of the whole is being diminished.
- f) The existing concrete arch has lost its structural integrity due to the fire and will be rebuilt – however, the arch has to be higher due to the change in roof pitch – this was not earlier foreseen and there is a loss of authenticity due to the change in aspect and change in proportion of the entrance way.
- g) There has been a decision to add an extension to the existing apron surrounding the tomb – this is as an additional termite deterrent – the decision is good in terms of its protective nature but it will change the appearance of the building, making its footprint larger. There is a need to differentiate this addition from the original apron and the architect must substantiate the choice of material and detail relative to the original.
- h) The new drying sheds for thatch is a good addition to the site because up till now thatch was placed on the ground causing dampness. However, the drying shed needs elements from which or over which the thatch bundles can be hung or stacked vertically. Also, after the reconstruction, the drying shed must be relocated as it is too near the tomb.
- i) On instruction of the *Kabaka* and *Katikkiro* the Baganda Site (*Buggwe*) Committee removed the steel and reed fence that was being erected around the perimeter, and constructed a concrete block boundary wall around the entire 30ha site – the concrete

block wall is being decorated with applique reeds. This issue is dealt with elsewhere in the report, but it is mentioned here that there is a contradiction to the language of the traditional reed fences of the site. Furthermore, challenges in the long term will emerge, for example, the regular reed maintenance for the entire perimeter which is a cost in terms of labour, sourcing and transport. If the applique reeding remains they need to be thicker and the top line must not be trimmed in regular steps but needs to be rough edged and irregular.

- j) The *Bujja bukula* / gatehouse is sagging – the structure has been documented (see Status Report) and there are plans for its repair and renovation.
- k) The Master Plan - this issue is dealt with elsewhere in the report, but it is stated here that the design is problematic – there needs to be archaeological survey and research, and more archival research, before planning and designing any cultural developments on the site.
- l) There are many renovations to existing houses and shrines for the wives, as well as new constructions like kitchens and toilets – these are all contemporary, non-traditional buildings with no reference to the need to develop a contemporary dialogue with the vernacular architecture whatsoever.
- m) It is reported that the roof of the Azaala will take 46 weeks to thatch – this is almost 1 year. There are still problems procuring the thatch.
- n) The slow roof timber procurement is slowing down the start of roof thatching
- o) The instructions to place the emergency fire fighting system were issued in March 2014 but is not installed yet. [Note: During the mission the temporary system was being installed, but it is of much smaller capacity than the planned system].
- p) The Final Inspection is planned on the timeline for 20 May 2015 [Note: with the current problems in procuring thatch, this is not achievable any more]
- q) Society is not fully in tune with the agreed to plans for the restoration. For example the internal community living on site do not fully agree with the use of thatch for roofing the houses around the main courtyard for fear of fire. There is need to continue to educate both the residents and the thatchers on the value of transferring down traditional skills of roofing and thatching.
- r) There is a lack of using traditional building methods for floors and walls – the mission is concerned about continued use of concrete, brick and Portland cement everywhere.

### **3.12 Consideration of progress with the overall Master Plan for the property and its setting.**

#### **Advisory**

There are currently different versions of a Master Plan, but while there is no consensus on a final plan, components of the plan/s are already being constructed on site, like the site for the display of the steel truss-work of the destroyed Tombs.

The various versions of the Master plan/s have not been vetted in the National Technical Committee or by the National Museums and Monuments, nor have any proposals been forwarded to the World Heritage Committee as per §172 of the UNESCO *Operational Guidelines for the Implementation of the World Heritage Convention*.

There is a high likelihood that the current version/s of the Master Plan may impact negatively on known (and still undiscovered) attributes of the site and on the OUV as a whole. It is recommended that the Master Plan is reconsidered from existing and new research on the layered history of the property and its setting, and that this be put to the Advisory Bodies and the WH Committee for comment.

#### **Discussion**

The Project Architect for the reconstruction of the *Muzibu Azaala Mpanga* has also been tasked to draft a Master Plan for the cultural development of the whole property. The list of research actions and conceptual design considerations by the architect are contained in his *Status Report* (Nsubugu April 2011: 17-19; Fig.13). Several surveys were conducted – ie.

Social, Historical, Topographical and Cadastral – and well as research regarding the content of the site in the time of Muteesa 1. It is important to note that the lower portion of the property, below the Royal Enclosure, contains significant attributes like the royal viewing mound, the royal palm and graves of royal wives, but also archaeological remains which have not been identified as yet.

The architect made a site development proposal that would explain the essential aspects of Baganda culture - it contains paths through the site, a reproduction of a Baganda village, a museum and 'pantheon' to display historic artefacts and the achievements of the 4 Kabakas, a place of commemoration of the fire - where the remnants of the Tomb's steel roof structure could be displayed - as well as a solar farm to provide energy for the site components.

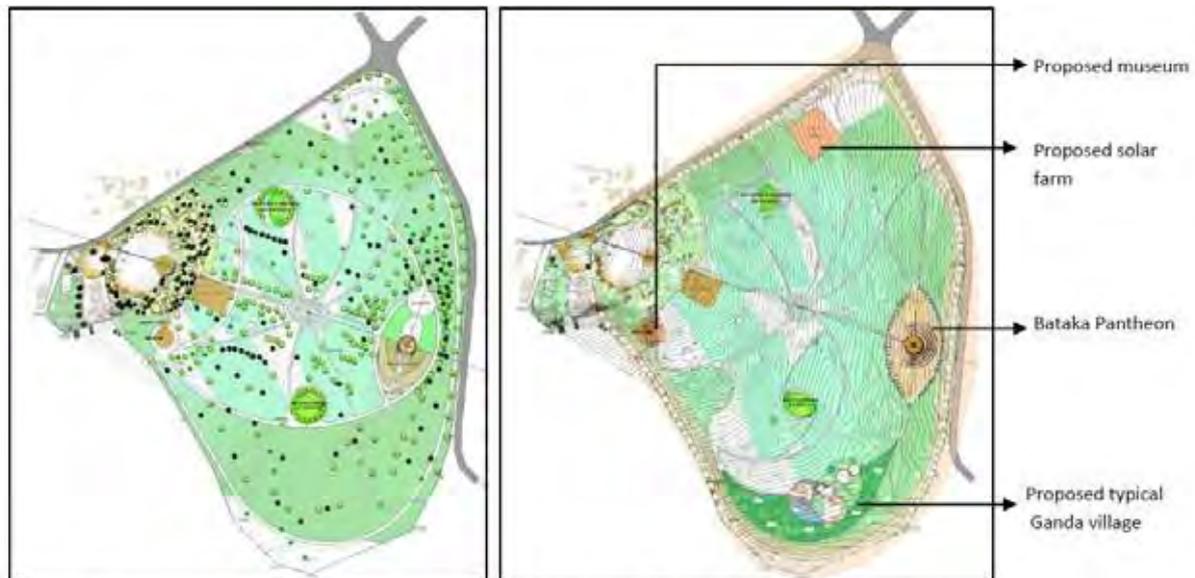


Fig. 13 c: further development of routes and layouts. The second master plan integrates the typical Ganda village as well. These are proposals by the Architect. Drawings by j.e nsubuga & Associates.

The Baganda, through the *Katikkiro*, have decided to propose an alternative plan to develop the whole site as a 'living museum' to generate finances for the upkeep of the most significant components of the site, ie. the Royal Enclosure with the *Muzibu Azaala Mpanga* and the perimeter houses and shrines as well as to display Baganda culture. This will occur through living museums' for each of the 65 Buganda clan to display their individual cultural achievements and their role in Buganda to the world (tourists and visitors). The plan requires that the lower site be subdivided into 65 plots of 0.6 acres. This proposal was drawn out by the architect (Nsubuga 2014: 20 and Fig.14).

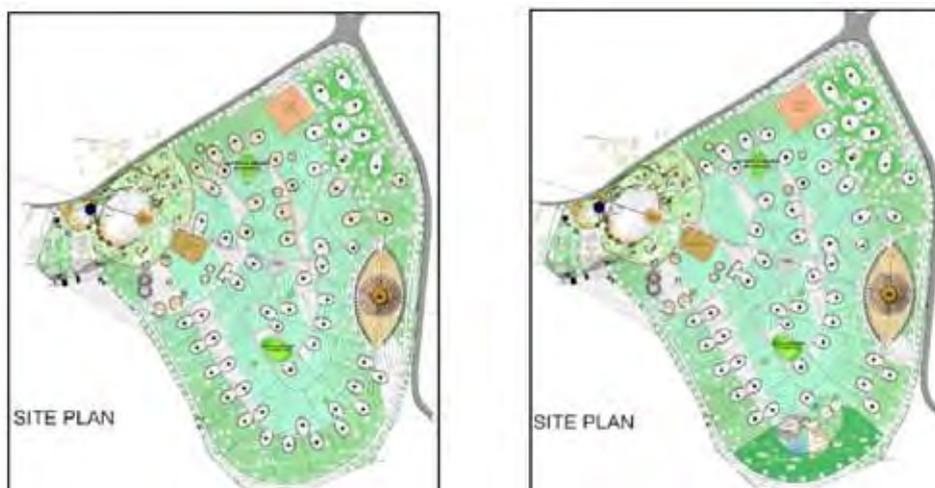


Figure 14: drawings done as per the Katikkir's idea. Each clan is given a size of land and a clan house is built within, for activities showing what those clans used to do/ are specialised in.

There is a challenge in this proposal since this land is owned by the different wives to the

four *Sekabaka*, and additionally this is their burial ground. The architect has made an amalgamated proposal to include the original concept and the revised concept into one whole – the 65 plots are smaller, there is a separation zone between the Royal Enclosure and the new development proposal and the original fig tree perimeter (*Mutuba*) is revived (Nsubugu 2014: 20 and Fig15).



There is a current endeavour from the architect to ensure a recognition of the historically significant importance and value of this site to ensure that the Master plan will support and protect the cultural values and symbolism of the Heritage site but these new endeavours have not been put forward in formal meetings with National Museums and Monuments or the National Technical Committee. The Master Plan has also not been submitted to the World Heritage Committee.

The mission stresses that the current proposals introduce new elements that may be incompatible with the authenticity and integrity of the site and OUV, and that the final Master Plan design has to ensure that it respects existing authenticity and integrity of the lower site, that there is still archaeological survey to do, and that any new proposals should protect, serve and support the existing attributes together with those that may still be discovered through research.



The Kasubi World Heritage property as one of the 2 significant green spaces in Kampala (author).

It is also important to note that while the lower section of the property historically contained buildings during the reign of Muteesa 1, the role of this portion of the site was changed after the site became a burial place for the four *Sekabakas*. Currently the agricultural lands, graves, mound and royal palm tree exist in a lush open green space that is clearly differentiated from the dense built fabric of the surrounding urban suburb.

## 4 LIMITED ASSESSMENT OF THE STATE OF CONSERVATION OF THE SITE

The Mission was very condensed and the TOR's did not include for a full assessment of the State of Conservation of the property.

Nevertheless, based on the items listed in Section 3 of this Report, as well as from discussions with various stakeholders during the Mission, there is reason to state that there is neglect of some of the values on the basis of which the property was inscribed on the World Heritage List.

Over and above the items stated in Section 3 above, the following is pertinent:

### 4.1 Loss of authenticity and integrity due to the enclosure of the property by a new concrete perimeter wall

#### Advisory

Although the intentions of the construction of a concrete wall with reed applique may have been done with the best intentions of protecting the property, the completed wall has a high negative impacts on the historic spirit of place and the historic spatial qualities of the property and its connectedness to its urban context, especially at the entrance to the site.

#### Discussion

The Advisory Mission of 2013 had recommended that the site boundary of Bark Cloth Trees be reinstated and that a reed fence - similar to the new inner courtyard fence that is a strengthened version of, but similar to, the historic fence - be used to designate the property. The Baganda committee for the property has proceeded in fencing the site in a different manner, without first informing the WHC as required by the *Operational Guidelines* para 172.



Site boundary condition in 2010: Shrubs and Bark Cloth Tree lane.

The mission encountered a contemporary concrete block, stepped boundary wall with coping blocks on the columns, and with reeds attached to steel fasteners onto the wall and support columns, following the rectangular shape of the stepped wall.



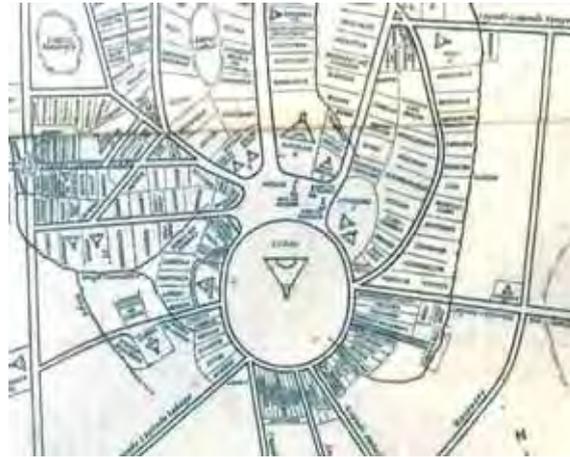
Left: newly constructed concrete block perimeter wall. Right: Cladding of wall and columns with reeds.



Top: gatehouse in 2009. Bottom: New perimeter fence cuts off gatehouse from street and contact with the people (Comparative collage by S Moriset 2014).

Additionally the historic arrival space at the gatehouse (*Bujja Bukula*) that historically - and up till recently - has connected the royal site to the surrounding urban space, and that is axially connected to the adjacent hill and also to the Tomb at Wamala (tomb of the ancestor of Muteesa 1) – has been walled in, so disconnecting the site from its immediate setting as well as the larger spiritual setting of the ancestral royal lineage.

The situation before and after the construction of the wall, is shown graphically below, on plan and as viewed in the royal enclosure and from the street:



Left: Axial view from the gatehouse – on an urban scale this site related axial planning is in relationship to the adjacent hill in Kampala, and on a regional scale has an axial relationship between Kasubi and Wamala tombs. Right: Historic relationship of palace compound to public space of the city – capital in 1856-84.



Figure x. Left: Spatial axial connection on site scale; Right: Relationship of historic perimeter boundary to gatehouse and public nature of gatehouse relative to the public space of the city.



Left: Spatial/visual connection between gatehouse and street has been blocked off by new perimeter wall.



Right: New concrete inner wall abutting into thatch gate-house.

The concrete block wall is radically different from the historic boundary of shrubs and the dense tree lane. Additionally, the attempt at a traditional feel for the wall through the wrapped application of reeds onto the wall and column surfaces in a rigid geometric fashion dictated by the form of the stepped wall, has the opposite effect: the wall shouts out its incongruity in terms of traditional vernacular architectural values.

The mission put the above lack of due process and forthcoming negative impacts to the *Katikkiro* during the debriefing session. He was brought to the realisation of the required process for new developments and is now aware of the need to clear new developments with the National Technical Committee, as well as to transmit proposed developments to the WHC for comment, as per para 172 of the *OGs*. However, he strongly defended the use of concrete block walling as the only option for withstanding the increase in urban intrusions onto the property as well as the criminal onslaught facing the site, stated that the *Kabaka* and himself had a clear vision on the need for strongly delineating and protecting the site, and that the whole kingdom is happy with the wall. Nevertheless, the *Katikkiro* declared that he is willing to have the design of the perimeter walls at the entrance gate re-evaluated and redone.

#### **Recommendation:**

Since this wall has been erected with funds raised by public conscription through the offices of the Baganda Kingdom, and since the *Kabaka* and *Katikkiro* have (and again in the debriefing session of the mission) stressed their resolve to secure the site and protect it from vandalism and crime, the removal of this wall would be difficult – it is therefore recommended that the perimeter wall (excepting at the entrance) not be demolished, but that the method of wallpapering with reeds not be continued with due to its extreme inauthenticity and the drain on resources to maintain it, but that the wall be covered with indigenous creepers present in the area, to present a green perimeter closer to the historic situation, and that the missing Bark Cloth trees be replanted to visually express the historic condition as well as to provide material for the bark cloth making on site, used for covering components of the architecture, as screens and as sacred dress used in the royal compound.

From a deep understanding of the contribution of the gatehouse and its relation to the *Muzibu-Mzaala-Mpanga* and a wider spatial and historic politico-religio context – as an attribute of the OUV of the property, the mission strongly recommends that the wall at the entrance space of the site be demolished and a secure reeded screen - that memorialises the historically present screen walls - be erected on its historic position, and that security at the entrance space of the property be effected through the historic offices of the royal guardians.

The mission subsequently requested that the WHC be informed of the reasons substantiation requiring the construction of a high concrete wall, for enclosing the entrance building and arrival space, and for the design detail of the proposed mitigation, at the earliest opportunity and ideally before the 38<sup>th</sup> Session.

## **4.2 Desired State of Conservation**

This report indicates that over and above the proper reconstruction of the *Muzibu-Mzaala-Mpanga*, there are various aspects related to the management of the property that delay reaching the desired state of conservation and removing the site from the List in Danger.

The 2011 Advisory Mission Report clearly identified the components of the Desired State of Conservation Report – these include:

- An agreed to Reconstruction Strategy for *Muzibu-Mzaala-Mpanga*;
- Completion of appropriate construction of *Muzibu-Mzaala-Mpanga*;
- Agreed to Master Plan;
- Agreed to Risk Preparedness Strategy;
- Appointment of a Site Manager;
- Implementation of the Management Plan;
- Improvement of the conditions of the custodians;
- Vitality of the site;
- General site organisation and authenticity.

While a tremendous amount of work has been done, various aspects are lacking, there is an increasing amount of contemporary architecture erected on the site, there is diminishment of authenticity and integrity of the property, work is being performed different from the Management Plan and outside of the required processes dictated by the *Operational Guidelines for the Implementation of the World Heritage Convention*.

As affirmed in the Technical Advisory meeting of 13 May, it is necessary to take a fresh look at the corrective measures that have been suggested over the years, to work on the outstanding aspects of the Desired state of Conservation report, and to ensure that all decisions are measured in terms of their support and protection of the attributes of the OUV and of the criteria for which the property has been Inscribed.

## **ANNEX 1**

### **TERMS OF REFERENCE FOR THE MISSION**

In the framework of the Japan Funds-in-Trust project “*Technical and financial assistance for the reconstruction of Muzibu-Azaala-Mpanga architectural masterpiece of the Tombs of Buganda Kinds at Kasubi*”, the Evaluation Mission shall:

- a) Request details of the outcome of the research into traditional building practices and how these are to be integrated into a revised Reconstruction Strategy;
- b) Request copies of the detailed reconstruction drawings and understand why these were not submitted for evaluation by the Advisory Bodies, as requested by the Committee;
- c) Consider whether these reconstruction drawings adequately reflect the Reconstruction Strategy, set out in sufficient details the approaches to be taken, and could be seen as a detailed record of precisely how the building will be reconstructed;
- d) Enquire about progress with capacity building and other recommendations of the 2011 Mission;
- e) Consider the governance structure for the project and whether this is adequate in terms of management and professional expertise, or whether further capacity building and/or technical expertise is needed;
- f) Consider the work already undertaken on steel support structures in relation to the reconstruction drawings;
- g) Inquire as to how the reconstruction process will be documented;
- h) Confer with the project architect to establish an agreed timetable for the project and identifying any potential challenges;
- i) Together with the project architect and government authorities, identify contingency plans designed to overcome any potential barriers;
- j) Assess progress with a Fire Prevention strategy and whether adequate specific specialist advice has been obtained;
- k) Participate in a project reconstruction stakeholder meeting (to be organized during the mission by the National Commission for UNESCO) as a means to understand progress with interpretation and public awareness and involvement of the local community;
- l) Review the reports produced by the architect to date; inquire about progress with the overall Master Plan for the property and its setting which was to deal with the restoration of other structures, and also issues such as urban encroachment, and un-regulated urban development;
- m) Evaluate the existing mechanisms and standards to conserve the property’s Outstanding Universal Value and identify potential issues of concern in this regard;
- n) Prepare a mission report, in English, for review by the World Heritage Committee at its 38th session (Doha, 2014).

**ANNEX 2**  
**ITINERARY AND PROGRAMME FOR THE MISSION**  
**+ PROGRAMME AND ATTENDANCE REGISTER FOR THE TECHNICAL ADVISORY**  
**MEETING OF 13 MAY 2014**

Day	Date	Activity	Present
1	12 May	Arrival and briefing by Site Manager for the World Heritage property.	Mr Remigius Kigongo,
2	13 May	Short meeting with representative of the UNESCO E Africa Reg. Office office.  Attendance at the launch ceremony of the Japan Funds-in-Trust project  Press Conference  Technical Advisory Meeting with stakeholders.  Meeting around progress of the Reconstruction and Issues around management – UNESCO, UNATCOM, ICOMOS, CRATerre, UNM.	Mr Marc Patry    Mr Marc Patry and Mr Daniel Kaweesi, UNESCO
3	14 May	Call at UNATCOM offices  Meeting with Commissioner of Museums and Monuments, Uganda National Museums head office  Site visit at World Heritage property to join the technical meeting of disaster prevention design and inspect developments at site.  Debrief the <i>Katikkiro</i> of the Baganda Kingdom at the Bulange Mengo  Meeting with Project Manager for the Reconstruction of the Tombs, and CRATerre	Staff  Ms Rose Mwanja  Japanese experts, Site manager, Project manager, CRATerre Hon CP Mayiga  Architect Mr Jonathan Nsubuga and Mr Sebastien Moriset
4	15 May	Departure of the ICOMOS mission.	



# Technical Advisory Meeting

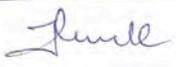
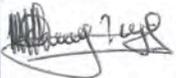
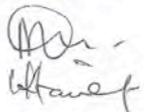
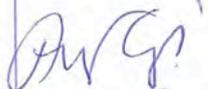
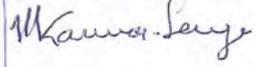
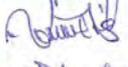
*on the Reconstruction of Muzibu-Azaala-Mpanga  
World Heritage property in Danger*

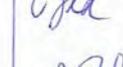
Tuesday, 13 May, 2014

<u>Venue:</u>	Uganda Museum, Kiira Road
<u>Facilitator:</u>	Marc Patry, Programme Specialist, UNESCO Regional Office for Eastern Africa Daniel Kaweesi, Programme Officer, Uganda National Commission for UNESCO
<b>14:00 – 14:15</b>	<b>Introduction</b> <i>From Ms. Rose Mwanja, Commissioner, Museums and Monuments and Hon. Sekimpi Semambo, Minister of Heritage and Royal Tombs, Buganda Kingdom</i>
<b>14:15 - 14:45</b>	<b>Situation analysis on the current reconstruction phase</b> <i>From Mr. Jonathan Nsubuga, UNESCO Project Architect</i>
<b>14:45 – 15:15</b>	<b>Plans for the documentation of the reconstruction</b> <i>From Mr. Sebastien Moriset, UNESCO Expert</i>
<b>15:15 - 15: 45</b>	<b>Presentation on the re-thatching phase</b> <i>From Mr. Kazuhiko NITTO, Expert from Japan UNESCO Technical Advisory Mission</i>
<b>15:45 - 16:15</b>	<b>World Heritage Convention process</b> <i>From Mr. Karel Bakker, ICOMOS Architect</i>
<b>16:15 - 16:45</b>	<b>General discussions (way forward and conclusions)</b>

# KASUBI RECONSTRUCTION WORKSHOP

13<sup>th</sup> - MAY - 2014.

Nb.	NAME	ORGANISATION	SIGN
1.	ISEBUNYA Joseph	UYDA	
2.	Kara Blackmore	Independent Cultural Heritage consultant, UG	
3	Kyakulime Rosemary		
A	Alyanzi Simeon	Partners & Partners of Jonathan Nankunda & Associates	
5	Michael Nserereka	Kabon Okoko Consulting Engineers Limited	
6.	SEBUNYAGO CHRISTOPHER	UYDA	
7.	MUGISHA RICHARD	UGANDA VOLUNTARY DEVELOPMENT ASSOCIATION	
8.	Munero Rosemary Kisembo Haniit	Uganda Museum Uganda Museum	
10	Kawoya Wabwira	Kasubi Tombs	
11	David Kalanzi	Kasubi Reconstruction Project	
12	Anastasia Nakazzi		
13	Augustine OMARE-OKURU	UNATCOM	
14	NABUKALI Solom	Uganda Museum	
15	Kigongo Remigus	Kasubi / Uganda	
16.	Mugera Tony	UYDA	
17.	NGANGEN EUNICE	Uganda museum (UNAT)	
18	Kawera Edward	UYDA	
19	WABWIRE JOHN	TOURISM POLICE	
20.	WOL Kubuka -nk David	Security officer in all Tombs in Buganda	
21	Mubana Walyobani	Uganda Museum	

NO	NAME	ORGANISATION	SIGN.
22	ODONG ALEX	UGANDA MUSEUM	
23	JATHO PEACE	UGANDA MUSEUM	
24	MUKASA JOSEPH	Omega Construction Ltd	
25	Sam Sentongo	M&E ASSOCIATES LTD	
26	<del>Jonathan Nsubura</del>	ARCHITECT	
27	Karel Batakul	ICOMOS	
28	Asimwe Raymond	uganda Museum	
29	Kawooya Wabwala	Kasubi Tombs	
30	Richard Asimwe	Uganda Museum	
31	Joseph Wamala Ganyango	Buganda Kingdom dom (Bulange)	 0772498786
32	Mwambi Nkade Rose	Ministry of T.WA	 0772485624
33	Dr. ER Namukasa	Office of the President (With Architect)	 0772899184
34	Namayanja Jacqueline	"	
35	Nakamwa Diana Mulo	"	

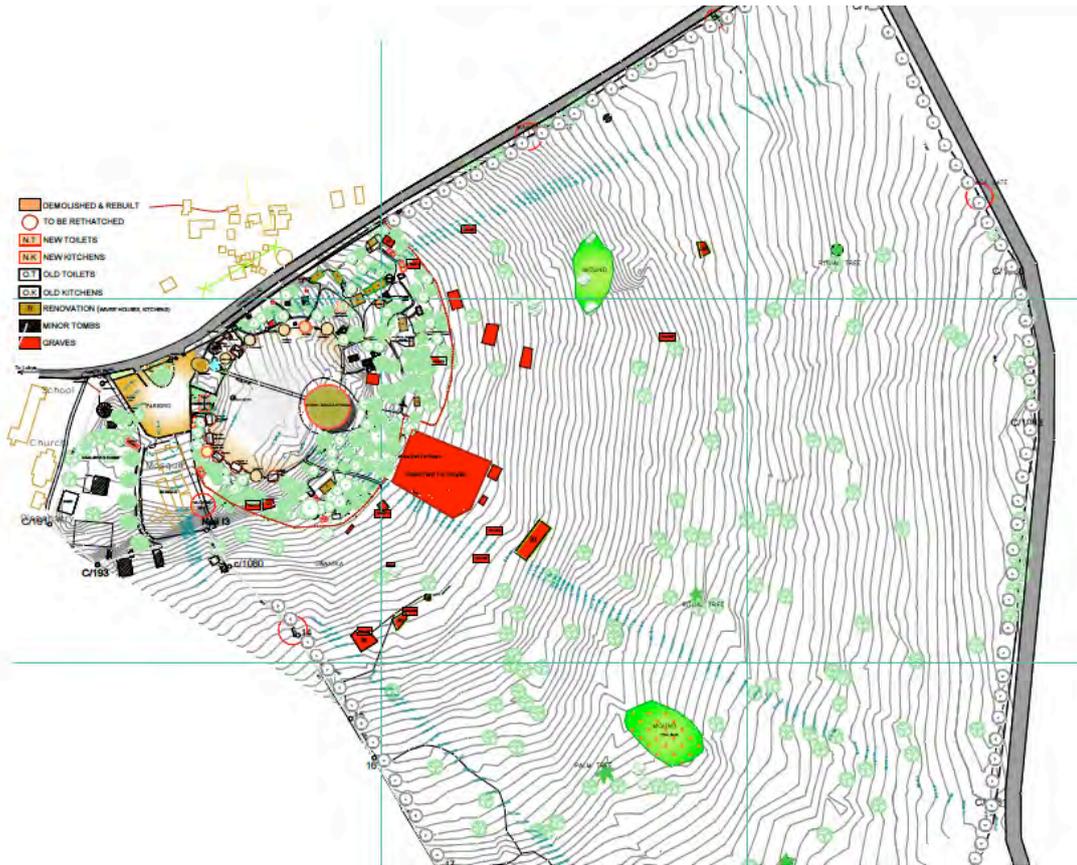
**ANNEX 3  
COMPOSITION OF MISSION TEAM**

Karel A Bakker

ICOMOS

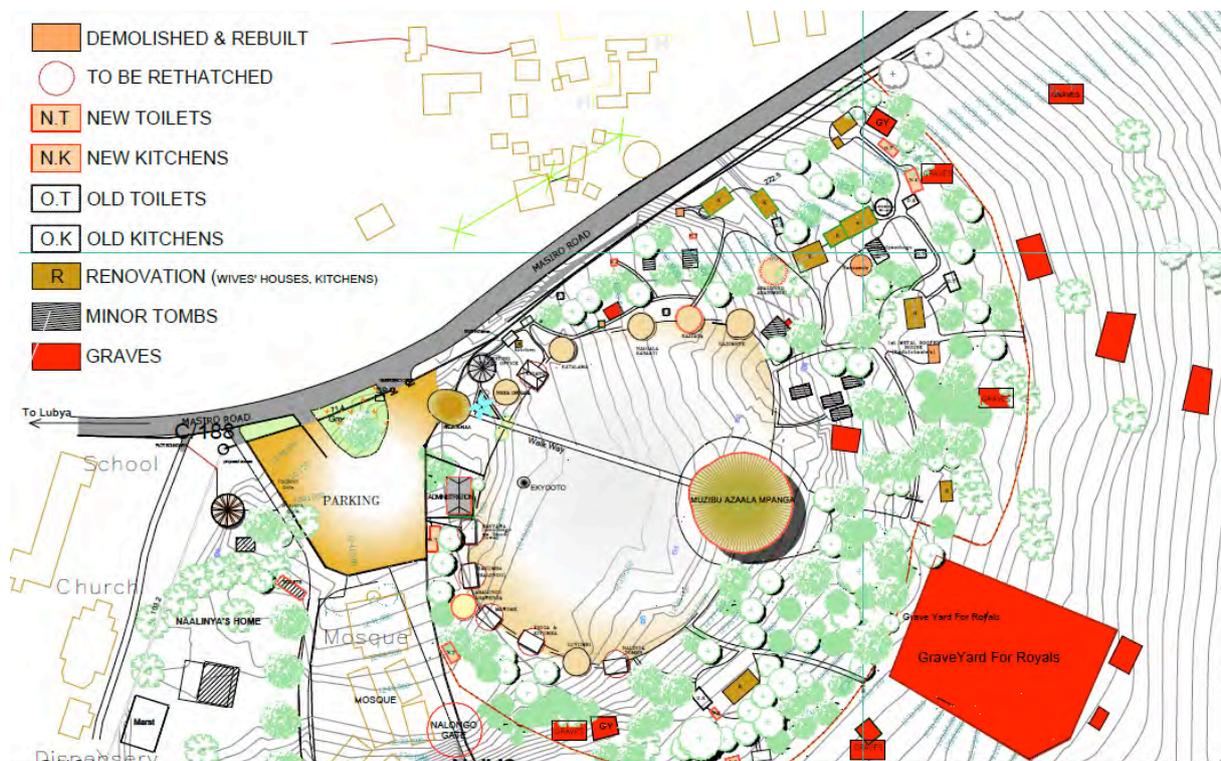
Dept Architecture, University of Pretoria

**ANNEX 4  
MAPS**

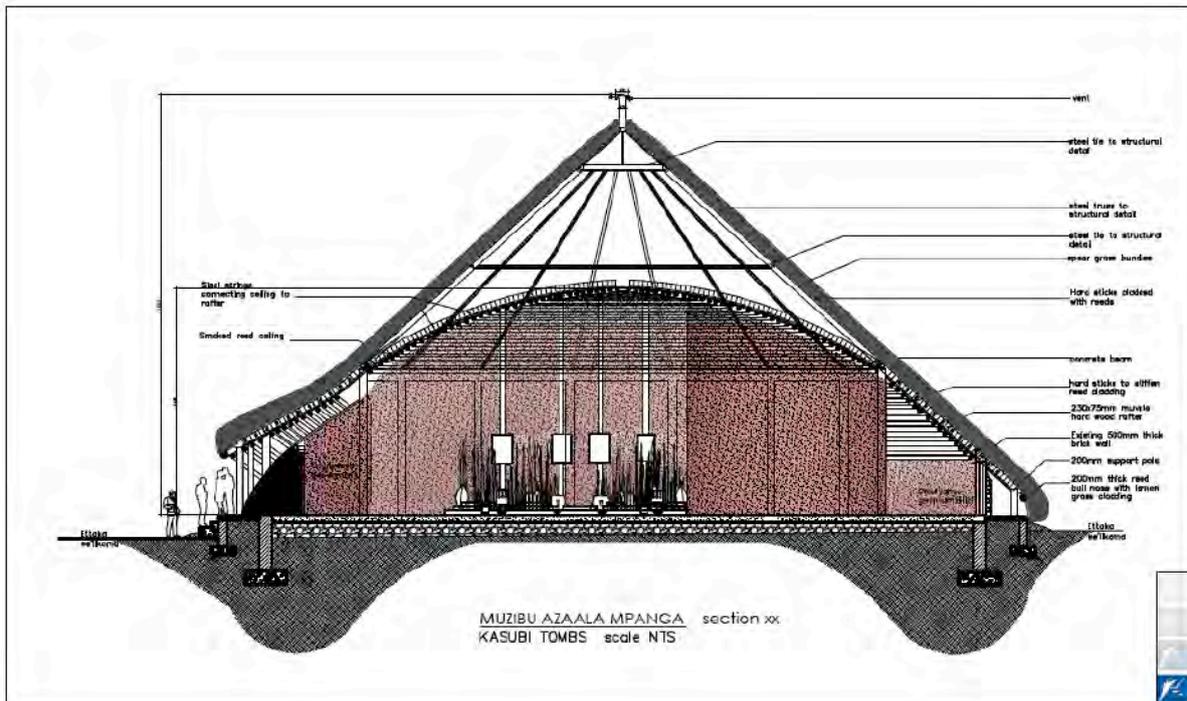


Top: Map of current activities on site (Nsubugu 2014).

Bottom: Detail of activities.

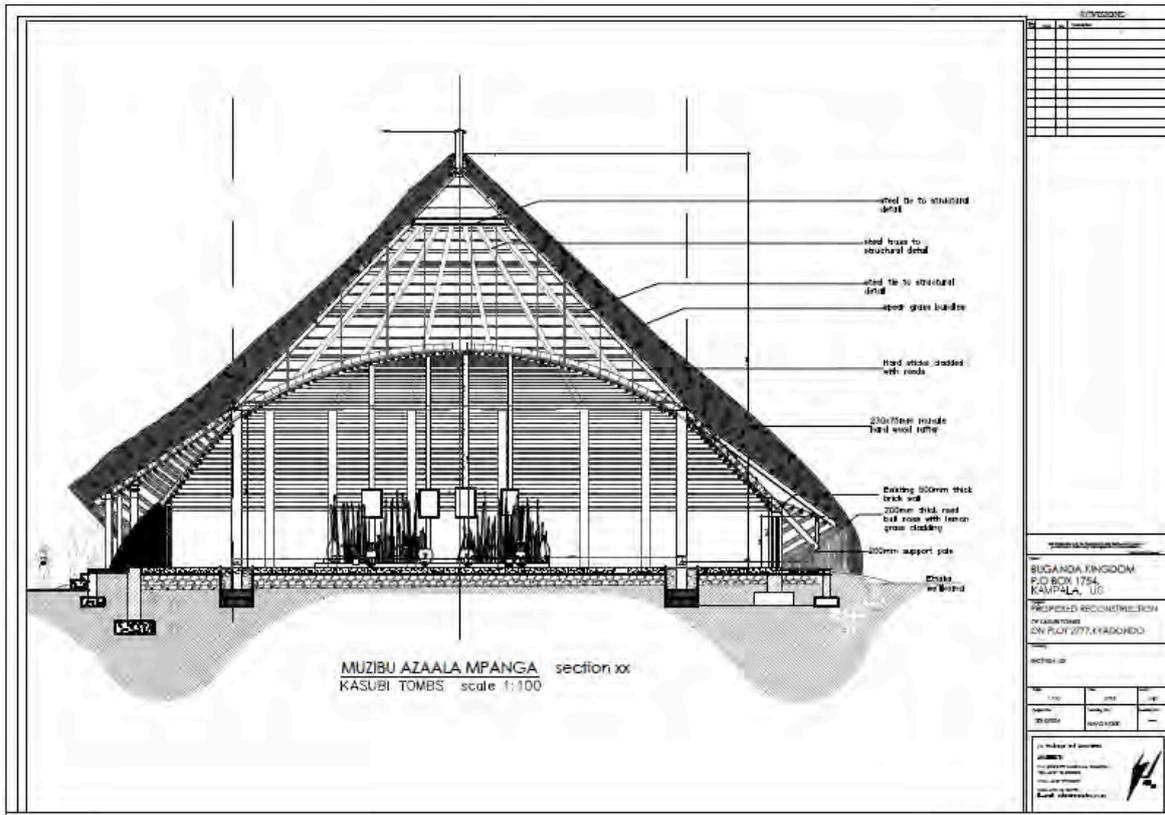






SECTION XX : MUZIBU AZAALA MPANGA

Top: Section through building as shown in the 2011 Reconstruction Strategy document.



Bottom: Section through building as shown in the 2013 revised drawing.

## ANNEX 5 PHOTOGRAPHS



Left: The ICOMOS mission discussing issues with the *Kitikkiro*.



Right: Group photo - with the Kitikkiro 14 May 2014.



Inauguration of the Japan-Funds-in-Trust Project, 13 May – Mr S Moriset (CRATerre) and Mr J Nsubugu (Architect) presenting.



Representatives of UNATCOM, NMK, Japanese experts and others providing information to the Press on the reconstruction.



Participants at the Technical Advisory Meeting at NMK on 13 May.



Fence of inner court with new visitor interpretation boards.



Detail of Interpretation boards.



Detail of Interpretation boards.



Detail of Interpretation boards.



Temporary Fire Protection Equipment in front of tombs.



New cooking and ablation facilities in contemporary construction – brick, cement mortar, concrete floor and galv. monopitch sheet metal roofs.



The *Muzibu-Azaala-Mpanga* of 1938 that is being reconstructed was a hybrid building with traditional thatching on timber beams and purlins and with inner rings of reeds and grass, timber columns and bark coverings and screens, but with a buttressed brick outer wall, and concrete columns and steel truss-work for the inner circle – the photograph provides the state of reconstruction on 13 May 2013,



Detail of the concrete entrance portal damaged in the fire and to be rebuilt to adjust for the new roof pitch.



Detail of the steel truss-work of the inner circle roof with brackets to attach the timber beams of the lower roof.



Timber beam indicates full extent of roof (Photo S Moriset).



New outer paving to further prevent termite infestation.



Remains of the 1938 steel roof truss-work burnt in the fire.



Preparations for a platform and shelter for displaying the remains of the burnt steel trusses and other objects from the fire. This area is behind the ring of houses around the inner court. No archaeological survey performed.



The gatehouse is leaning due to structural failure from termites. Documentation is complete and reconstruction is envisaged.



Metal roofs of inner ring houses are removed and replaced with roof poles and thatch.



New concrete, brick and cement-plaster house with timber beams to be thatched.



New tomb for royal wife - conventional concrete, brickwork and cement-plaster, with pitched saddle-roof aluminium window and door frames.



New houses behind the inner ring of houses.



New thatched and metal roofed houses behind the inner ring of houses.



New roofed drying racks for thatching (This is a very large improvement on the site – however the thatch bundles are lying flat – research by Japanese experts shows that this method still causes moisture so drying cables/rods have to be installed).



Top: Condition of the oldest surviving wattle-and-daub building on the site – the flat tin roof sheets arte original. Bottom: Repair of walls, roof trusses and inner thatch ceiling (Comparative photos S Moriset). Right: Detail of the roof repairs on the interior.