

**REPORT ON THE JOINT UNESCO/ICCROM/ICOMOS
REACTIVE MONITORING MISSION
TO STONE TOWN OF ZANZIBAR
(United Republic of Tanzania)**

22 to 25 February 2016



**International Council on
Monuments and Sites**

**Conseil International
des Monuments et des Sites**



Table of Contents

ACKNOWLEDGEMENTS	4
EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS.....	5
1. BACKGROUND TO THE MISSION	12
Inscription history.....	12
Inscription criteria and Statement of Outstanding Universal Value	12
Inscription criteria	12
Authenticity issues raised in the ICOMOS evaluation report at the time of the inscription	15
Examination of the State of Conservation by the World Heritage Committee and its Bureau	15
Justification of the mission.....	15
2. NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY	16
Heritage Legislation.....	16
Institutional framework.....	16
Stone Town Conservation and Development Authority	17
The Ministry of Lands, Settlement, Water and Energy	17
The Department of Antiquities.....	17
Zanzibar Municipal Council (ZMC).....	17
Urban Development Control Authority.....	18
Zanzibar Stone Town Heritage Society.....	18
Shehas	18
The State University	18
The Zanzibar Ports Corporation (ZPC).....	19
The Zanzibar Investment Promotion Agency (ZIPA).....	19
The Department of Fisheries Marine Resources.....	19
Reclaim Women’s Space in World Heritage.....	19
Management structure	20
3. IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS.....	21
4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY	32
5. CONCLUSIONS AND RECOMMENDATIONS	34
6. ANNEXES.....	40
ANNEX I: Extract of the Decisions adopted by the World Heritage Committee at its 39th session (Bonn, 2015).....	41

ANNEX II: Terms of reference.....	43
ANNEX III: Mission Programme	44
ANNEX IV: Composition of the mission team.....	46
ANNEX V: List of people met	47
ANNEX VI: Draft Terms of Reference for the “Heritage Board” (April 2016)	48
ANNEX VII: Notes on interventions at the Community Stakeholders Forum, 23 February 2016	50
ANNEX VIII - Maps	53
ANNEX IX: Photographs of the Mission	56

ACKNOWLEDGEMENTS

The mission team representing the UNESCO World Heritage Centre, the International Council on Monuments and Sites (ICOMOS) and the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) would like to thank the State Party of the United Republic of Tanzania, and in particular Mr. Donatius Kamamba, Director of the Department of Antiquities, Ministry of Natural Resources and Tourism, and Mr. Issa Makarani, Director General of the Stone Town Conservation and Development Authority (STCDA) for warmly welcoming this Reactive Monitoring Mission and for preparing a comprehensive mission programme, which included meetings with relevant stakeholders and guided visits of the property.

Throughout the mission, we greatly benefited from the guidance and insights provided by the site manager Mr. Makarani and his staff as well as from Dr Muhammad Juma of the Department of Urban and Rural Planning. We are grateful for the welcome extended to our team by the Principle Secretary of the Ministry of Lands, Housing, Water and Energy, Mr. Ali Khalil Mirza and the Deputy Principle Secretary of the Ministry of Lands, Housing, Water and Energy, Mr. Mustafa Aboud Jumbe; and to the National Commission of Tanzania for UNESCO for their active participation. The mission also benefitted from an open and friendly exchange with the head and team of the Zanzibar Municipal Council as well as with the newly elected Board of STCDA.

We wish to extend our sincere thanks to the residents of the Stone Town of Zanzibar during the community stakeholders' forum for their candid and sincere testimonies, observations and suggestions.

Lastly, we would like to acknowledge the important references that past monitoring and advisory reports to the site have provided to this mission team.

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission to the Stone Town of Zanzibar, which took place from 22 to 25 February 2016 was the result of Decision 39 COM 7B.45 of the World Heritage Committee, adopted at its 39th session (Bonn, 2015). Its purpose was to:

- Assess the overall state of conservation of the Stone Town of Zanzibar, including the state of decay of the building stock;
- Review proposals for the implementation of all feasible mitigation measures... to lessen the negative impacts of the renovated Mambo Msiige Hotel on the OUV of the property; as well timelines for their delivery;
- In the light on the serious conservation conditions of the property, acknowledged by the World Heritage Committee, and the lack of adequate governance that has led to inappropriate development, assist the State Party in reviewing existing measures and developing new measures to improve the State of Conservation of the property and a timeframe for their implementation, for examination by the World Heritage Committee at its 40th session in 2016;
 - Such measures should include:
 - i. Procedures to adequately control development and promote conservation;
 - ii. The implementation of the 2008 Heritage Management Plan and the 2010 Stone Town Conservation and Development Act;
 - iii. The establishment of a Development Control Authority, the Heritage Board and the Stakeholders Forum;
 - iv. The way new development projects are being reviewed; and how HIAs are undertaken for all significant projects;
- Review the progress made in implementing the approved Traffic Plan;
- In the light of the above, assess whether the property meets the conditions of ascertained or potential danger to OUV and might be considered for inscription on the List of World Heritage in Danger at the next meeting of the WH Committee at its 40th session in 2016....” (See Annex 2 for the full Terms of Reference).

Over the years, the Stone Town of Zanzibar World Heritage property has created a legal and institutional framework, which includes heritage legislation, management, and conservation and management plans but these have not been consistently implemented or applied. However, the economic and demographic development of the Island has resulted in a critical situation that threatens the World Heritage property and merits adjustments, namely: to reduce the development pressure on the Stone Town, empower the Stone Town Conservation and Development Authority (STDCA), mobilize financial resources for management and conservation, and increase awareness, understanding and interest in preserving the World Heritage values of the property among the local population. The negative impact of the rehabilitation and extension of the Mambo Msiige – a prestigious landmark, and a Grade I listed building, in the heart of the city – is a symbol of the lack of effective control to address this kind of development pressure and the resulting highly negative impacts on the World Heritage property.

There are three main achievements to highlight since the last Reactive Monitoring Mission in 2014: 1) the creation of the Development Control Unit (DCU), which brings together the main decision-making

institutions and has helped to improve and strengthen the relationship between STCDA and the Zanzibar Municipal Council; 2) the promulgation of the Master Plan for the extended city of Zanzibar, which reinforces the authority of STDCA and the validity of the conservation plan it manages for the World Heritage property; 3) the establishment of a Community Stakeholder Forum. The vitality of private initiatives (Zanzibar Stone Town Heritage Society, the Aga Khan Foundation and the Italian NGO ACRA) and partnerships with other countries (i.e.: The University of Minnesota in the USA) have also provided support for STDCA professionals. Nevertheless, the state of conservation of the site remains of concern, and there is an urgent need to implement the recommendations identified by the mission.

Recommendations

The decision to send another Reactive Monitoring Mission to the property was made by the World Heritage Committee at its 39th session (Bonn, 2015) as a result of its decision not to place the Stone Town of Zanzibar on the List of World Heritage in Danger, which had been recommended by the Reactive Monitoring Mission in 2014, following a very detailed analysis of the situation. The Committee's decision in 2015 requested that a mission be invited to develop corrective measures and a timeframe for their implementation to be presented to the World Heritage Committee at the next session in 2016 with a view to considering, in the case of confirmation of the ascertained or potential danger to Outstanding Universal Value, the possible inscription of the property on the List of World Heritage in Danger. The mission, however, in considering this request, took into account that the term "Corrective Measures" is linked in the Operational Guidelines to placing a property on the World Heritage List in Danger, and therefore should only be used in the case where Danger Listing is being proposed or considered. It should be noted that it was difficult to observe significant changes given the short time between missions. Nevertheless, the mission, based on the visit to the property and discussions with the relevant stakeholders, is not recommending Danger Listing at this time. For this reason, recommendations are being made to the State Party to continue progress in the conservation and management of the property. These recommendations address the lack of adequate governance and other issues that has led to inappropriate development. The following recommendations, covering the key conservation issues at the property, are meant to help the State Party to begin to improve the overall State of Conservation.

Mambo Msiige

The rehabilitation and extension of the Mambo Msiige to convert it into a hotel was a serious failure in conservation terms, and no corrective action was taken after the 2014 World Heritage Committee Decision. The mission finds that the finished hotel, which was opened with complete lack of attention paid by the developers to the HIA, the agreed upon matrix of actions, the management plan for the property, and the requests of the World Heritage Committee, has a substantial negative impact on the Outstanding Universal Value of the property. The mission notes, however, that the Committee decided not to list the property on the World Heritage List in Danger in 2015, even though construction was already virtually complete by the time of the joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission in 2014, and danger listing was recommended. Given that the World Heritage Committee decided not to inscribe the property on the List of World Heritage in Danger at that time, the current mission finds that the situation has not deteriorated further since the last mission in 2014.

Given that the Hotel has been open to the public since March 2015, any mitigation measures recommended by this mission team will unfortunately be quite marginal and not address the key issues

of the HIA. At a minimum, however, the mission recommends that the following mitigation measures must be considered non-negotiable, and be carried out to avoid a renewed consideration for danger listing in the future.

- a) Reopen the public space (enclosed 'park' to the northeast of the new building), as it is a major access point to and from the sea for residents; demolish the enclosing walls and fences on both the street and the beach sides as well as the retaining walls along the beach and bring the public space/park back down to the level of the sidewalk.
- b) Find a solution for reducing the concrete stairs on the beach side (cf reconstruction of the timber jetty required by the HIA).
- c) Remove the painted imitations of carved doors on the side of the new building. The carved doors of Zanzibar are a strong symbol of Swahili culture. Painted versions are not required when 'the real thing' is still available. In addition, the execution of the paintings, with a drain pipe coming out of the middle of one, are not adequate representations of this important Swahili building craft. It would be much more appropriate to install real carved doors where they are needed.
- d) Replace the garage doors and service entrance with doors more in harmony with the building and environment. Again, the culture of doors in Zanzibar deserves better treatment than what has been used on this very visible street facade.
- e) The HIA called for the swimming pool to be moved to an inner courtyard. This would still be the best solution! At a minimum, however, the hotel should install a latticed wooden screen for the swimming pool, replacing the current plexiglass, which exposes the swimmers to the public walking along the beach. This screen would still allow for a view out from the pool, but would help screen it from public view on the beach.

Development projects

Particular attention should be paid to two major urban projects. 1) The Container Port will be moved out of Stone Town, and its current location will continue to serve as the passenger port, becoming a recreational and leisure space (cf: Master Plan). 2) The idea of building a commercial space (a shopping mall) on Darajani Corridor is still being considered, although the initial project was abandoned.

More generally, it is important to maintain a balance between residents' local lives and practices and tourism – between services for residents (housing, services, food shops, schools, etc.) and recreational and tourist activities. Maintaining this balance will ensure the preservation of the site as much as the physical dimension of the built urban environment.

It is also important to carefully monitor the evolution of the Grade I-listed building Tippu Tip House, both in terms of how it is used (hotel vs. cultural space) and the quality of the restoration work. This is especially important as the Hyatt Hotel, which leases the Mambo Msiige building and was responsible for the negative conservation outcomes at that building, also owns the lease of the Tippu Tip House. It is imperative to ensure that the same fate suffered at Mambo Msiige does not happen at the Tippu Tip House. Such an outcome would point to an inability by the State Party to control development, and would strongly indicate a need for consideration of, at least, a listing on the World Heritage List in Danger. The building, at present, is in a highly deteriorated state of conservation, and one of its balconies collapsed just prior to this 2016 mission's visit. Appropriate conservation work needs to be planned with urgency to reverse the dangerous state of the building.

Traffic Plan

Implementation of the traffic plan has begun, with traffic now being regulated in Stone Town. However, peripheral parking areas and public transport to connect them to Stone Town still need to be implemented. Some ways of formalizing “exceptions” should also be made for economic and residential activities.

Management - Governance

The legislative, regulatory and organizational framework is now coherent, with the existence of the Development Control Unit (DCU), which appears, at this early stage, to be functioning effectively. This unit is attached to the Department of Urban and Rural Planning, and should be connected with the Heritage Board and the Community Stakeholders Forum.

The DCU must fully play its role as the facilitator of dialogue between decision-making institutions in Zanzibar, and for monitoring decisions on building permits. An important point to be considered is whether the STDCA should have veto power within in the DCU regarding projects within the World Heritage property (Stone Town). The mission strongly believes that it should have this veto power in order to ensure the protection of the OUV of the World Heritage property.

The Heritage Board, which should incorporate a wider range of institutional stakeholders than the DCU, has yet to be fully set up, and this is a priority action. The Heritage Board and Community Stakeholders’ Forum, which has been constituted, should be active, meet regularly, and play a role in both proposing and supporting actions for the preservation of Stone Town. The Stakeholders Forum, in particular should take on the role of communication of heritage values and the importance of conservation to residents and visitors. It should help develop education and awareness with regard to the OUV of the World Heritage property and issues related to its protection.

Updating the Conservation Plan /Management Plan

The World Heritage property "conservation plan" and "heritage management plan" must be revised and updated into a single document. This is now urgent; it will serve as the "detailed plan" of the Master Plan for the Stone Town. Linking the management of Stone Town and the Master Plan will make it easier to integrate heritage preservation into city policies.

It is also important to listen to and rely on the Heritage Board and the Community Stakeholders Forum in this process, as they reflect and formulate the needs of local communities, businesses and investors; and can therefore take action to support the STDCA.

Updating and integrating the Conservation and Management Plan must be done in connection with the Master Plan and should particularly focus on:

Training private sector craftspeople by using restoration projects in progress should be encouraged (construction sites that also serve as locations for training) and methodological guidelines should be published on appropriate conservation and restoration practices.

Information for investors, stakeholders, residents, and tourists, should be developed in various formats. In particular, for potential investors, a booklet should be prepared and distributed at the moment that interest is expressed, to explain the values of the World Heritage property and the need to ensure that

any eventual proposals do not negatively impact on OUV, including the undertaking of Heritage Impact Assessments, where applicable. Create an exhibition space and information centre on Stone Town, as well as information panels throughout the World Heritage property.

Heritage funding is needed to alleviate the critical shortage of financial resources. Projects such as the the Hifadhi Zanzibar Company initiative should be maintained and expanded. Other possible solutions should also be explored (a tourism tax or a tax on building permits, for example).

A system of regular, ongoing monitoring of conditions of the building stock is necessary to ensure that conditions of buildings do not continue to deteriorate. A survey of building conditions has been carried out and can serve as an important baseline for future monitoring, but this system must be integrated into the conservation and management plan.

International expertise and mentoring

In order to ensure the effective updating and implementation of the conservation and management plan, regular support and mentoring by a designated team of experts should be offered to the STDCDA over a period of three to five years, with the financial support from the international community or through the International Assistance mechanism. This team would not need to be located in Zanzibar, but would need to have ongoing contacts via email, Skype or other suitable means, with occasional missions to look at progress on the ground and have more in-depth discussions with stakeholders.

Specific Recommendations for Procedures to Adequately Control Development and Promote Conservation

During the mission, an meeting was held with STCDA staff, and a series of measures were discussed and agreed to which could be achieved in next 5 years in order to improve the overall management system and development control at the property.

PROCEDURES TO ADEQUATELY CONTROL DEVELOPMENT AND PROMOTE CONSERVATION			
Measures	Action	Responsible Actors	Timeframe
PLANNING MEASURES			
Describe Management System Define Decision Making Structures	List all stakeholders and organizations that will be involved in the updating of the management plan	STCDA	By end 2016
Update the Conservation Plan (Siravo 1994) and include it as a part of the management plan of the property	1) Develop a project proposal and estimate the cost 2) Seek Financing (possible financial partners might include the Aga Khan Trust for Culture, the AWHF, UNESCO FIT or other UNESCO sources) 3) Update the plan and incorporate it in the management plan 4) Implement the plan	1) STCDA & UNESCO can share proposals and advise 2) STCDA, UNESCO, AWHF, TZ Nat Com 3) STCDA with	1) By mid-2016 2) By end 2016 3) By end 2018 4) 2019 - 2029

		experts 4) STCDA	
Update the Management Plan of 2008 including the incorporation of the conservation plan	<ol style="list-style-type: none"> 1) Define structure of the management plan and its annexes including subject matter such as conservation, tourism, disaster risk management, education/outreach/awareness, fundraising, and action plan 2) Estimate the cost and develop a project proposal 3) Seek Financing (possible financial partners might include the Aga Khan Trust for Culture, the AWHF, UNESCO FIT or other UNESCO sources) 4) Update the plan 5) Implement the plan 	<ol style="list-style-type: none"> 1) STCDA 2) STCDA & UNESCO can share proposals and advise 3) STCDA, UNESCO, AWHF, TZ Nat Com 4) STCDA with experts 5) STCDA 	<ol style="list-style-type: none"> 1) By end 2016 2) By mid-2016 3) By end 2016 4) By end 2018 5) 2019 - 2029
STRUCTURAL ORGANISATIONAL			
DCU	<ol style="list-style-type: none"> 1) STCDA active participation in meetings 2) Ensure that the STCDA has a decisive voice in relation to the OUV of the property 3) Creation of guideline document for developers 	<ol style="list-style-type: none"> 1) STCDA 2) DCU 	<ol style="list-style-type: none"> 1) Monthly meetings and ad hoc as needed 2) By mid-2016
Community Stakeholders Forum	<ol style="list-style-type: none"> 1) Develop TOR 2) Ensure Office space given to Community for Stakeholder Board 3) Ensure STCDA participation in at least 3-4 meetings a year 4) STCDA to ensure communication of voice of stakeholders in DCU and eventually the "Heritage Board" meetings (as a temporary measure until management plan updated) 		3-4 times a year
Heritage Board	<ol style="list-style-type: none"> 1) Constitute the Heritage Board to provide a forum for all the major institutional stakeholders 2) Clearly define its relationship with the DCU and other crucial stakeholders 3) Define its scope in relation to synergies and challenges of development projects 4) Decide who convenes its meetings and under which legislation (i.e.: "sub-committee" under STCDA Act or under DCU?) 5) Identify its membership (ZIPA, Govt, Port authority, etc.) 6) Develop TOR for Heritage Board 7) Define its Operating procedures 8) Define its link to the other management structures 	STCDA DCU Revolutionary Government of Zanzibar State Party of Tanzania	Creation mid 2017 Meet at least 3 times a year

	9) Define its financial mechanism		
ZMC-STCDA relations	1) Ensure regular meetings 2) Continue collaboration on Traffic Plan and respect for permits 3) World Heritage Cities Coordination of mayor's participation	ZMC STCDA	Bimonthly meetings?
LEGAL Measures			
STCDA Act	Continue enforcing	STCDA Revolutionary Government of Zanzibar	on-going

Recommendation Concerning the World Heritage List in Danger

Unfortunately, being placed on the List of World Heritage in Danger is perceived by the State Party and the local community as a punishment; rather than as an opportunity to rally and receive international assistance and support. Although threats to the property still exist, **the Mission does not recommend that the Stone Town of Zanzibar World Heritage property be placed on the List of World Heritage in Danger, given that there is no additional reason for doing so as compared to the conditions that led the mission team to recommend Danger Listing in 2014.** While the State Party has begun to take positive steps, such as the creation of the DCU and the Stakeholders Forum, it has not yet established the Heritage Board and taken other necessary actions. As these measures are all relatively new, it is not yet possible to determine how stable these are and whether they will continue to function well into the future. For this reason, the mission recommends sending a joint UNESCO/ICOMOS/ICCROM Reactive Monitoring mission in 3 years (2019) in order to evaluate the progress made on improving management systems and implementing the recommendations of the Committee.

1. BACKGROUND TO THE MISSION

Inscription history

Date of inscription: 2000

Property information: The Stone Town of Zanzibar is a fine example of the Swahili coastal trading towns of East Africa. It retains its urban fabric and townscape virtually intact and contains many fine buildings that reflect its particular culture, which has brought together and homogenized disparate elements of the cultures of Africa, the Arab region, India, and Europe over more than a millennium.

Core zone: 96 ha; Buffer zone: 85 ha.

Location: S6 09 47 E39 11 21

Property WHC Reference: 173rev

Map of the property: During the procedure of inscription, the State Party submitted the maps of the delimitation area and its restrictive buffer zone for the Stone Town of Zanzibar (A map from the 1994 Master Plan is included in Annex 8).

Inscription criteria and Statement of Outstanding Universal Value

Inscription criteria:

The property was inscribed on the World Heritage List in 2000 at the 24th Session of the World Heritage Committee (Cairns, Australia) under the following criteria:

Criterion (ii): To exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design. The Stone Town of Zanzibar is an outstanding material manifestation of cultural fusion and harmonization.

Criterion (iii): To bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared. For many centuries there was intense seaborne trading activity between Asia and Africa, and this is illustrated in an exceptional manner by the architecture and urban structure of the Stone Town.

Criterion (iv): To be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. Zanzibar has great symbolic importance in the suppression of slavery, since it was one of the main slave-trading ports in East Africa and also the base from which its opponents such as David Livingstone conducted their campaign.

Statement of Outstanding Universal Value (SOUV)

Stone Town of Zanzibar, United Republic of Tanzania (C173 rev)

Date of Inscription: 2000

Criteria: ii, iii, vi

Date of adoption of SOUV: 2015

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

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

The buildings of the Stone Town, executed principally in coralline ragstone and mangrove timber, set in a thick lime mortar and then plastered and lime-washed, reflect a complex fusion of Swahili, Indian, Arab and European influences in building traditions and town planning. The two storey houses with long narrow rooms disposed round an open courtyard, reached through a narrow corridor, are distinguished externally by elaborately carved double 'Zanzibar' doors, and some by wide verandahs, and by richly decorated interiors. Together with, the simple ground floor Swahili houses and the narrow façade Indian shops along "bazaar" streets constructed around a commercial space "duka".

The major buildings date from the 18th and 19th^t centuries and include monuments such as the Old Fort, built on the site of an earlier Portuguese church; the house of wonder, a large ceremonial palace built by Sultan Barghash; the Old Dispensary; St. Joseph's Roman Catholic Cathedral; Christ Church Anglican Cathedral commemorating the work of David Livingston in abolishing the slave trade and built on the site of the last slave market; the residence of the slave trader Tippu Tip; the Malindi Bamnara Mosque; the Jamat Khan built for the Ismaili sect; the Royal Cemetery; the Hamamni and other Persian baths. Together with the narrow, winding street pattern, large mansions facing the seafront and open spaces these buildings form an exceptional urban settlement reflecting the longstanding trading activity between the African and Asian seaboard. In particular, the Stone town's is also marked by being the site where slave-trading was finally terminated.

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

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

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

Integrity

The individual buildings in the Stone town manifest, through their structure, construction materials and techniques, the interchange and influence of the different cultures around the Indian Ocean rim. The outstanding universal value of the property resides in the character of the assemblage of blocks (cluster) and buildings, the layout of the Town including the relationship of buildings to the open spaces, streets, roads and gardens, the character of the littoral edge viewed from the sea, and the nature of access to the sea from the land. These are all still intact but the buildings are vulnerable to deterioration and the visual aspect from the sea is vulnerable to inappropriate development. Work on the Malindi Port development project, including the loss of two historic warehouses, and erection of

new, inappropriately scaled and designed port facilities without prior approval has created a precedent on how unintegrated development, and legitimate modern inspiration of Zanzibaris, if not well thought through and articulated, could be a threat to the integrity of the property.

The property boundary coincides with the boundary of the Urban Conservation Area including the port area to the north, bounded by beaches along the north-west and south-west, open areas to the east and older part of Darajani Street. The buffer zone covers the historic part of Ng'ambo that includes part of the modernist buildings of Michenzani and the main road of Mlandege.

Authenticity

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

Protection and management requirements

Cultural property in the Zanzibar archipelago is protected under the "Ancient Monuments Act" of 1948. This legal framework protects individual monuments and sites Gazetted in the Official Gazette. Responsibility for the monitoring and management of these monuments falls within the jurisdiction of the Department of Museums and Antiquity. The Town and Country Planning act of 1955 also provides a clause to protect historically important houses. The Stone Town has been protected as a conservation area since 1985, under the Town and Country Planning Act of 1955. Finally, values, boundaries and features have been further protected by the Stone Town Conservation and Development Act of 1994 and the associated Master Plan, which specifies actions and strategies to be taken to safeguard, conserve and develop the values of the Stone Town. Together with these legal frameworks, the Stone Town Conservation and Development Authority (STCDA), which was created in 1985, has a full mandate to coordinate and supervise the Master Plan of 1994. Many buildings of the Stone Town are also protected by other institutions such as the Department of Housing and Human Settlement and the Commission of Waqf. A Management Plan for the property was prepared by the STCDA in consultation with all stakeholders, in 2007, with the stated vision to: "protect and enhance the Stone Town cultural heritage leading to it being well preserved as a sustainable human settlement supportive of its cultural diversity and maintaining its Outstanding Universal Values".

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

The management system set out in the Management Plan (2007), produced by comprehensive consultative approach under the supervision of STCDA aimed to mitigate these pressures. Nevertheless, integrated and sustainable conservation and development approaches are urgently needed in order to develop practical sustainable management strategies to ensure that the overall coherence of the town and its highly distinctive town planning, architecture and traditional methods and materials of construction are sustained.

Authenticity issues raised in the ICOMOS evaluation report at the time of the inscription

At the time of the inscription (2000), ICOMOS affirmed that the authenticity of the historic ensemble was largely intact, preserving the historic urban fabric and townscape and many historic public and private buildings. Traditional materials and construction techniques were still being employed to a large extent, though there was growing competition from modern materials, designs, and techniques. At the same time ICOMOS expressed its concern... *that the somewhat large number of “players” involved in the management and conservation of the Stone Town means that there are ambiguities and duplications of responsibility. As a result, some developments that are incompatible with the historic quality of the Stone Town have occurred in recent years. It [ICOMOS] feels that these may increase under the increasing development pressure being exerted on Zanzibar at the present time.*¹

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

The property has been evaluated annually by the World Heritage Committee over the past nine years through Reports on the State of Conservation (SOC) from 2007 to 2015. Highlights from these reports were included in the 2014 Reactive Monitoring Mission Report and the full reports and decisions of the Committee can be found on the World Heritage Centre web site’s dedicated pages for the Stone Town of Zanzibar World Heritage property: <http://whc.unesco.org/en/list/173/documents/>.

Justification of the mission

See Annexes:

Annex II: Terms of Reference

Annex III: Mission Programme

Annex IV: Composition of the mission team

¹ Advisory Body Evaluation, 2000 (No 173rev). p 162.

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

Heritage Legislation

- The **Ancient Monuments Preservation Act (1948)** protects the individual monuments and sites in Zanzibar;
- The **Zanzibar Stone Town Conservation Plan (1994)** organizes the planning and regulation within the World Heritage property.
- The **Heritage Act (1994)**. A revision of this text requested by the World Heritage Committee at its 32th Session in 2008 (32 COM 7B.54) in order to gain greater autonomy and greater effectiveness in the long term conservation of the property's Outstanding Universal Value was undertaken since 2012 (thanks to a Swedish International Development Assistance (SIDA) initiative);
- **Urban Development Control Authority (1998)** established under Legal Notice 12/1998. The UDCA had eleven (11) members under the leadership of the director of the Zanzibar Municipality Council (ZMC).
- **Department of Urban and Rural Planning – DoURP (2008)**
- The **Stone Town Conservation and Development Authority Act (2010)** reinforces the action of the STCDA and measures of management of the property as it was requested by the World Heritage Committee

The Stone Town was designated as a Conservation Area by the Stone Town Conservation and Development Authority Act of 1994 (The Conservation Area equals the extents of the World Heritage property). The buffer zone is described in the nomination document for the Stone Town of Zanzibar World Heritage Site. As indicated earlier, the total area of the inscribed World Heritage property is 96 hectares (and the buffer zone, 85 ha). It is located at latitude 5° 22' S, longitude 93°18' E. The property is composed of the "area running along the sea including all the beaches to the west, southwest and North West of the Creel Road and Mnazi Mmoja Grounds; Jamhuri Gardens; a strip of 50 meters wide on both sides of Darajani Road; Malindi Grounds and the Funguni creek area" (extract from The Stone Town Conservation and Development Authority Act of 2010, p.3).

The buffer zone is composed of "the area between the Creek and Michenzani Roads to the east (84.79 hectares) and all the sea area (6,200 hectares) to the extent of the Port of Zanzibar according to the Port decree of 1959 which was also recognized by the Port Authority Act of 1997 (...) deposited at the Department of Survey and Urban Planning"²

Institutional framework

The Stone Town Conservation and Development Authority (the authority in charge of the conservation area) was established in 1995. In line with the World Heritage Committee Decision of 2000 (Decision – 24 COM X.C.1), which requested the State Party to strengthen and clarify responsibilities among key

² Extract from The Stone Town Conservation and Development Authority Act of 2010, p.2.

stakeholders, STCDA in 15 years, has been able to set itself as a key capable actor in the management of the Stone Town. STCDA was reinforced in its legal power by the 2010 Act.

Stone Town Conservation and Development Authority

In the 1994 Act, Stone Town Conservation and Development Authority (STCDA) was, together with Zanzibar Municipal Council (ZMC), the body responsible for protecting the property and its heritage. ZMC was the overarching local authority with governance responsibilities over the larger Zanzibar Town, of which Stone Town is part.

The Act foresees that STCDA “shall have exclusive jurisdiction in the administration of the conservation area and the functions as set out under Section 7 and powers sets under Part IV.”

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

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

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

The other main stakeholders identified in the 2008 Zanzibar Heritage Management Plan are the following:

The Ministry of Lands, Settlement, Water and Energy (Identified as the Ministry of Construction, Lands, Water and Energy in the 2008 Management and Conservation Plan)

The MLSWE “...is the Ministry in the Government which exerts the most authority over Stone Town affairs, since it forms and oversees implementation of national policies for land, housing, construction and urban development, in addition to the key service sectors such as water and energy. Its remit also includes town and country planning. It has delegated the conservation and management of Stone Town to STCDA”.³

The Department of Antiquities

This department located within the “...Ministry of Education is in charge of major monuments, museums, archives and archaeological sites. Important Stone Town landmarks such as the Old Fort, Beit el Ajaib and the People’s Palace are in their care.”⁴

Zanzibar Municipal Council (ZMC)

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

³ Zanzibar Heritage Management Plan, 2008: 42

⁴ Zanzibar Heritage Management Plan, 2008: 43

Urban Development Control Authority

The Urban Development Control Authority (UDCA) was established under the Legal Notice No. 12/1998. The UDCA is responsible for urban planning to supervise all development control works. This legal notice of 1998 was repealed by another Legal Notice (GN 38) of 2015 to create a Development Control Unit (DCU) to do the same work: development control in whole planning area.

Zanzibar Stone Town Heritage Society

ZSTHS “is an NGO formed in the early 2000s to give a voice to Stone Town residents and help the government and STCDA promote heritage conservation goals. Though relatively new, it has several programmes in the pipeline (mainly in restoration, international networking, communications and outreach) and, with encouragement, could contribute much to WHS protection.”⁵

Shehas

Shehas “are neighborhood officials who represent the Regional Commissioner (equivalent to a Regional Governor) on the ground. The sheha’s office is the first point of contact for building permit applications, petty crime and dispute resolution. There is a good rapport between STCDA and the shehas, which facilitates the monitoring of buildings and the public realm in terms of use, alterations and threats to public safety”.⁶

The State University

This is the only educational institution listed in the Zanzibar Heritage Management Plan, 2008 as playing a decisive role within the Property.

It is also important to note the creation of the following Department:

Department of Urban and Rural Planning (DoURP)

The Department of Urban and Rural Planning (DoURP) is a Governmental Agency--a department created in 2011, under the Ministry of Lands, Housing, Water and Energy. It is responsible for all issue related to the spatial planning in Zanzibar.

Department Control Unit (DCU)

The DCU was officially established on 1 August 2015 under the chair of Department of Urban and rural planning (Ministry of The Ministry of Lands, Settlement, Water and Energy). The role of DCU is to monitor changes of land use, to grant building permits on new constructions, to control their good application, to enforce all planning guidance, to manage development, to facilitate protection, conservation and management of historical, heritage and cultural sites. Its authority extends to the whole urban area including the World Heritage property.

⁵ Zanzibar Heritage Management Plan, 2008: 43

⁶ Zanzibar Heritage Management Plan, 2008: 43-4

Private owners

“Private persons and entities who own approximately half the building stock. They are largely locals, but the small number of overseas/international owners is gradually growing as a result of renewed interest in Zanzibar as a desirable place to invest and live in.”⁷

The Wakf and Trust Commission

The WTC “manages about 600 properties on behalf of beneficiaries; the commission is responsible for maintaining these buildings and the welfare of its occupants.”⁸

The Government and Associated Corporations

“Apart from the 500 buildings there are large areas under its (Department of Housing and Settlements – DHS and Port corporation) control in the public realm, e.g. public open spaces and the port. The buffer zone is also largely public land, and so is the anchorage.”⁹

Additional Stakeholders exist who are not mentioned in the 2008 Zanzibar Heritage Management Plan as having interest in the Stone Town of Zanzibar World Heritage Property:

The Zanzibar Ports Corporation (ZPC)

The Zanzibar Ports Corporation is a government parastatal that has the mandate to manage the seaports of Zanzibar on Unguja and Pemba Islands. This includes the Malindi Port, located within the borders of the Stone Town of Zanzibar World Heritage Property, one of the main economic drivers of the City.

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

The Zanzibar Investment Promotion Agency (ZIPA)

This body was created under the Investment Code of 2004 and has as aim: “To be an efficient focal point for dynamic trade and investment promotion/facilitation by providing quality services through motivated professionals aimed at greater contribution to Zanzibar as economic growth and social wellbeing.”¹⁰

The Department of Fisheries Marine Resources

This Government Department has a key role in maintaining the living Swahili Culture of the Property in its management and promoting the artisanal fishery industry in Stone Town of Zanzibar - in industry with a historically important economic and social role. It is, with the Ports Authority mentioned under 2.2.9 a crucial conservation partner in the management of the large littoral and marine Buffer Zone areas.

Reclaim Women’s Space in World Heritage

The Reclaim Women’s’ Space in World Heritage has as aim to: “raise awareness and increase knowledge based skills, integrate gender aspects in conservation, narrations and entrepreneurship

⁷ Zanzibar Heritage Management Plan, 2008: 42

⁸ Zanzibar Heritage Management Plan, 2008: 42

⁹ Zanzibar Heritage Management Plan, 2008: 42

¹⁰ ZIPA Webpage: <http://www.zanzibarinvest.org/aboutus.htm..>

plans as well to create forum to deepen knowledge of women situation globally and locally both past and present.”¹¹ It is supported by the Zanzibar Municipal Council and the STCDA.

Management structure

The management structure of the STCDA was modified in 2010 and is described in the Stone Town Conservation and Development Authority Act of 2010, Part II, Art.8.

Below is a summary description of the management structure as enacted by this legislation:

The STCDA is under the direct authority of the Minister. It is headed by a Director General who is assisted by a “Board of Directors” (before an advisory body, under the 1994 Act). The Board consists of the Director General of the STCDA; the Director of ZMC; the Director of Department of Archives, Museums and Antiquities; and 3 other members (today one of them is the Director of Tourism, the other one has contributed in the preparation of the nomination file). The Board function includes: supervising the authority, advising the Minister and considering any legislative proposal. In comparison to the advisory body, which was to advise the STCDA, the Board of Director is more powerful.

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

STCDA is guided in its management by two tools:

- The “Zanzibar Stone Town Conservation Plan” 1994, which defines the strategy for conservation and management of the World Heritage property.
- The “Heritage Management Plan” 2008, which further develops its management processes.

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

¹¹ Reclaim Women’s Space website: <http://reclaimzanzibar.blogspot.nl>.

3. IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS

3.1 Management effectiveness

“Due to increasing development pressure, the management of the complex Stone Town of Zanzibar World Heritage property has become highly problematic, but there are indications that the State Party is attempting to address this changing situation”. This observation from the last 2014 Reactive Monitoring mission is still valid; however, some improvements are positive.

Legal basis and town planning

This Stone Town Conservation and Development Act (Town and country planning decree from 1994), based on conservation plan prepared by Aga Khan Foundation in 1994, as well as the creation of STDCA were modern and effective tools, at this time. Since then progressive changes have occurred in Zanzibar – tourism growth (since the 1990s and specially during the early 2000s), development of the private sector including for housing, new private, particularly foreign, investments. They have changed the balance of powers and weakened the STCDA. STDCA’s power was reinforced by the 2010 Act; nevertheless, its authority is challenged by other organizations that have more political power or financial resources.

New Master Plan for Zanzibar

The most important new measure in 2015 was the adoption of the Master Plan for Zanzibar. The Master Plan aims to control spontaneous increasing of the city size and to promote a new development based on quality of life, cultural and heritage specificities, and economic development—in line with UNESCO’s 2011 Recommendation on Historic Urban Landscapes. Zanzibar as *« the Gateway for innovation for East Africa, the “City of Wonders” »*.

The Vision of the Zanzibar Master Plan:

- *“The Vision posits Zanzibar as a Quality City developing into an internationally recognised, unique City with: Benefits of Urbanity including structure and order, providing amenity and choice; Development based first and foremost upon a High Standard of Education, providing the City and its inhabitants with relative competitive advantage;*
- *Characterised and shaped by its unique Culture and Heritage, itself nurtured, preserved and valued by the City, its inhabitants and visitors alike;*
- *Developing economically by identifying and nurturing relative advantage in specialised niche markets;*
- *Providing appropriate Utilities, Services and Amenities to all its inhabitants;*
- *Identified by its high quality Natural and Built Environment persevered and enhanced over the years;*
- *Opportunity for all in the fields of employment, amenities and services and ensuring wide access to opportunity. Reasonable Standard of Living to all its inhabitants; and*
- *High Quality of Life to all who choose to reside in the City.”*

Culture and heritage are considered of major importance for the whole island. The Master Plan contains particular recommendations for Stone Town (p 198):

Stone Town is the historic heart of the City. It requires:

- *Conservation and development consistent with the Stone Town Conservation Plan.*
- *Consistent, uncompromising implementation of the Conservation Plan.*

- *Traffic mitigation as detailed in the Action Plan.*
- *Systematic upgrading of infrastructure systems particularly water, sewage and separate drainage.*
- *All development and construction, including restoration works is subject to all requirements of Planning Law, this Plan and the Conservation Plan.*

The Master Plan includes precise urban regulations and will be further completed by detailed plans for different zones.

There is a targeted Conservation Plan for the Stone Town; however, it is necessary to remain vigilant in the buffer zone in order to avoid high buildings and to maintain views in the buffer zone. Furthermore, it is important to ensure a good architectural quality of buildings and land use at the limits between World Heritage property and buffer zone in Darajani (which is considered as an important traffic road in the Master Plan).

Management tools

Conservation plan and management plan

The 1994 Conservation Plan has been and still is the basis of STDCA's work. The Conservation Plan is not only devoted to recommendations for buildings' conservation, but it is an urban plan, and also contains action plans for different areas. It has become less relevant to current challenges. The 2008 Management Plan includes a wide range of valid proposals, from conservation guidelines to awareness-raising, tourism and links with communities. But it has never been fully implemented. In August 2015, the STDCA submitted a proposal to the Planning commission to finance a review of the conservation plan.

This review must be implemented as a matter of priority and must be regarded as the only valid detailed Conservation Plan for Stone Town within the Master Plan. If it is linked with the Heritage Board (see below), it has the potential to create a positive dynamic for the sustainable development of Zanzibar Stone Town World Heritage property.

Governance

STDCA

STDCA has a strong legal power for monitoring the Stone Town of Zanzibar. The Authority monitors the whole process of delivering building permits within the World Heritage property. This becomes a large part of its activity. STDCA also manages restoration works. However, it faces difficulties in enforcing its authority, when faced powerful investors or upper political decisions. The 2014 mission report noted that the "authority of the STCDA had been greatly undermined by the overriding of its decisions in the Mambo Msiige redevelopment". New measures can help to reinforce its power in particular in regard to the creation of the DCU (see below).

Department Control Unit (DCU)

The DCU was officially established on 1 August 2015 under the chair of Department of Urban and Rural Planning (Ministry of The Ministry of Lands, Settlement, Water and Energy). The DCU consists of representatives from 8 institutions (Director of Urban and Rural Planning – Chairperson; Zanzibar Municipal Council, Vice-Chair; Secretary of the Western District Council; Director General of STDCA; District Commissioner of the Western District; Director of Environment; Chief Executive Officer of the Chamber of Commerce, Agriculture and Industry; Chairman of Architects, Engineers; and Quantity Surveyors of Registration Board). The DCU meets once a month.

The role of DCU is to monitor changes of land use, to grant building permits on new constructions, to control their good application, to enforce all planning guidance, to manage development, to facilitate protection, conservation and management of historical, heritage and cultural sites. Its authority extends to the whole urban area including the World Heritage property. Since its establishment, the only development project that has come under scrutiny of DCU in regards to the STDCA and the World Heritage property was the request for development of the Malindi Fish Landing and Marketing facilities, funded by the Japan International Cooperation Agency.

This first experience was a very important step forward, bringing together decision makers, fostering dialogue, and ensuring consistency of decisions with respect of the Outstanding Universal Value of the property.

This new organisation is especially important for developments in the buffer zone, since, according to Director-General of the STDCA, no more plots are to be built within the World Heritage property. Nevertheless, some projects inside the Stone Town may be controlled by the DCU, such as building extensions (for hotels) or reconstruction on ruins.

The development of the Master Plan, as well as DCU, are achievements of major importance. These tools will ensure better coordination among the ministries and agencies involved in the World Heritage property, as well as better heritage preservation integration in other policies.

These developments also provide a good opportunity for updating the Conservation Plan. However, they also require a review of the status of the STDCA. The STDCA has been delegated full decision-making authority on building permits in Stone Town; however, the STDCA authority on development inside the World Heritage property must be maintained. In order to assure this, the STDCA should have the power of veto within the DCU for any development project within the World Heritage property. In this way, the interests of protecting the heritage can be assured.

STDCA Board/Heritage Board/Community Stakeholders Forum

STDCA Board

The STDCA Board is included in the STDCA 2010 Act: its mandate is mainly to supervise STDCA activities. It was recently revived in May 2015 and had its first meeting in August 2015 with newly elected Board members.

Heritage Board

The management framework presented in the 2008 Zanzibar Heritage Management Plan aimed to find a new balance with the “Heritage Board” (referred to as the “Heritage Forum” in the Management Plan), which would coordinate the roles of the different stakeholders such as the Zanzibar Municipal Council and the Zanzibar Investment Promotion Authority. However, it has not yet been set up. After

the end of the mission, a new positive initiative has been taken and a draft MOU is currently under preparation (see Annex 6). The Heritage Board will include a wide range of decision makers and stakeholders. It is envisioned to work under the authority of the DCU and will play an advisory role on issues related to the protection and promotion of cultural heritage for Zanzibar. Additionally, it is proposed that they will evaluate projects that threaten the safeguard of heritage, develop capacity building, foster awareness raising and monitor and evaluate the effectiveness of the management system.

Community Stakeholders Forum

The Stakeholders Forum consists of community and NGO representatives. The STDCA organized two meetings of the Stakeholders' Forum—one the day prior to the Mission and another on 23 February 2016. Approximately 30 participants attended the forum, which was opened with a performance by the *Theatre for social development* group, highlighting the importance of the community involvement and working together for the safeguarding Stone Town. The NGO Acra and the Zanzibar Stone Town Heritage Society also gave PowerPoint presentations on their activities to mobilize the community in heritage preservation and awareness-raising activities. The Chairperson of the Stone Town Stakeholders Forum gave a presentation highlighting that this is the first time that this forum is being recognized by the Government. She noted that the Forum is currently being mobilized to work hand-in-hand with the Zanzibar Tourism Authority and the STCDA. Lastly, they requested office space from the STCDA. The mission team asked participants for their ideas of how the community thought the forum could work best in order to ensure the community is involved as well as their feelings about tourism and the challenges and benefits of Zanzibar as a World Heritage site. Half of the participants (15) took the floor to make interventions. Please see Annex 7 for a summary of their interventions.

The implementation of this initiative is very new, but essential. It's a way to raise awareness, to find support, and to facilitate dialogue and negotiation.

Historic Urban Landscape (HUL)

Over the past several years, a program has been undertaken as part of UNESCO's Historic Urban Landscape Recommendation. Thanks to international funding sources and teams from a number of universities, various actions have been launched including the National Spatial Development Strategy, work on open spaces, etc. These developments have been very interesting as demonstrations of how to integrate heritage into overall policies, seeking a balance between heritage conservation and socially- and economically-sustainable development, having a broad-scale strategy and merging cultural and natural heritage. However, attention should be paid to the detailed scale and to the streetscape, buildings, and building materials.

3.2 Nature and extent of threats to the property, taking into consideration the criteria and attributes for which the property was inscribed and specific issues outlined by the World Heritage Committee

Most of the threats already noted in previous reports are long-term and require a progressive evolution of town policies and organization. A growing population, the growth of tourism, investment, and a lack

of funds for heritage are major issues that are difficult to address simultaneously in many historic centres throughout the world. Some are more short-term and linked to the state of conservation of specific buildings.

A detailed inventory of these threats was enumerated in the October 2014 report which should be read as a companion to this report.

Human resources, skills, materials

The STCDA is a very well-resourced organization with a highly qualified staff. The Director of the STCDA has been very actively engaged in furthering the training of his staff. However, the Mission was informed that the organization was being reduced to less than 50 persons, including 28 members of the building brigade, who conduct restoration activities.

As mentioned in previous reports, there remains an overall lack of conservation skills for restoring, repairing and adapting heritage structures. A private sector of skilled workers needs to be developed. The NGO, Acra, has begun a programme for training young people in masonry and carpentry (see below). There have also been projects in the past to training masons and carpenters in conservation. Proposals for enhancing the skill so both public and private sector craftspeople need to be developed as part of the conservation and management plan.

In many private restoration projects, inappropriate materials are used because traditional ones are difficult to obtain, more expensive, etc. This may have a negative effect on the authenticity of attributes of the property (coral walls for example). Principles and solutions must be found, and guidelines enforced by the STCDA. Moreover, residents need to be able to distinguish acceptable changes, again in communication with the STCDA.

3.3 Positive or negative developments in the conservation of the property since the last report to the World Heritage Committee

Positive developments since October 2014

Town planning
(cf p. 32)

Traffic plan

The Traffic Plan has been approved and began implementation in February 2016. Signs have been posted, but parking areas still need to be developed in cooperation with ZMC.

Car traffic has increased due to the growth of tourism, economic activity, and activity at the port: 30,700 vehicles are registered today versus 4,272 in 1982. This has become a serious problem for building conservation, pedestrian security, encroachment on open space, and the general tranquility of life in Stone Town.

Five issues were taken into consideration to prepare the Traffic Plan for motorized traffic: the number and type of vehicles, congestion, vehicle speed, parking areas, and pedestrian safety. The Traffic Plan also considers motorcycles, the basic mode of transportation for many people in Zanzibar, which has gotten out of control.

The Traffic Plan covers the following: entry points into Stone Town; the selection of one-way roads; closed roads; parking areas; loading areas; bollards; no entry roads for motorcycles; no access for bicycles; no access for *mikokoteni*.

Nevertheless, STDCA has faced many protests. **The traffic plan needs to be more fully implemented in order to facilitate the activities of residents, businesses and tourism.** This is the reason the State Party submitted a request for International Assistance from the World Heritage Fund in October 2015 to support the implementation of the traffic plan. The new Master Plan approved in 2015 contains more detailed proposals (pedestrian traffic, bus terminals outside the city, etc.). It would be beneficial for the State Party to learn about what solutions exist in other World Heritage cities.

Capacity building: training for new skills

A training session for masons and carpenters had begun while the Mission team was in Zanzibar. It was based on ongoing restoration work at the Anglican Church, with the support of the World Monuments Fund and organized by ACRA, an Italian NGO. This initiative was useful in that it helped develop a new network of skilled masons working in the private sector for private property owners. This kind of initiative should be encouraged to continue.

Rebuilding the Mizingani seawall near the port

The project is focused on strengthening the seawall along the Miwingani Road (phase II of the seawall) and work is scheduled to be finished by mid-2016. It was considered an important step in protecting the Grade I and Grade II buildings along the iconic seafront from the House of Wonders to the Malindi Port. The World Bank funds this project. The Mission was unable to obtain details about the future design of the promenade.

Public-private partnership for providing a sustainable housing fund

Hifadhi Zanzibar is a new property investment entity that is in the process of being created through the *Stadsherstel Amsterdam* of the Netherlands. This entity, with limited shareholding, aims to restore historic buildings as socially-accessible rentals, the proceeds of which are to be invested in additional purchases and restoration of the same kind. This private initiative will pay out limited dividends to its investors and aims to improve living conditions for the inhabitants of the historic inner city and its buffer zone.

The creation of *Hifadhi Zanzibar* has the potential to not only positively influence the state of conservation of the building stock within the Property, but also to improve living conditions for its inhabitants, and strengthening the living Swahili culture in doing so. It is a good solution for a lack of financial resources for social housing.

The Malindi Fish Landing and Marketing Facilities

The Malindi Fish Landing and Marketing Facilities project was approved after STDCA revised it and after consultations with the World Heritage Centre and review by ICOMOS.

Issues that need to be monitored

The commercial lease of Tippu Tip House

It is important to recall the comments from the October 2014 Reactive Monitoring Mission report on this major Grade I building: *“The mission was informed that a long term lease had been signed for the commercial exploitation of the Tippu Tip house, arguably one of the most important buildings on the property and, with the Anglican Cathedral, the major physical evidence of the history of Slave Trade in the Stone Town of Zanzibar. It is of utmost importance in the maintaining of Criteria (vi): “To be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. Zanzibar has great symbolic importance in the suppression of slavery (....).” (Current inscription). From the little information the mission was able to obtain, the proposal is to house staff of the Mambo Msiige Hotel in the Tippu Tip House. This would be an incompatible use in the opinion of the mission. The mission recommends that the Tippu Tip House should remain in the public sphere and contain a cultural/educational function”.*

The 2016 Mission team was informed by the STCDA that the Mambo Msiige Hotel and Tippu Tip House are being leased to the same company (Hyatt Hotels Corporation), and so it is important to be extremely vigilant about the Tippu Tip’s development plans. It is necessary to restore it without denaturing it. This Mission recommends following the proposals laid out in the 2014 report to ensure the Tippu Tip House’s cultural/educational function.

This is especially important since the Hyatt Hotel was responsible for the negative conservation outcomes at Mambo Msiige. It is imperative to ensure that the same fate suffered at Mambo Msiige does not happen at the Tippu Tip House. Such an outcome would point to an inability by the State Party to control development, and would strongly indicate a need for consideration of, at least, a listing on the World Heritage List in Danger. The building, at present, is in a highly deteriorated state of conservation, and one of its balconies collapsed just prior to this 2016 mission’s visit. Appropriate conservation work needs to be planned with urgency to reverse the dangerous state of the building.

Malindi Port

The volumes of freight currently passing through Malindi Port have been considered a threat because of the pressure they exert on traffic, air pollution and environmental risks. Empty containers are stacked in the wetlands opposite the Malindi Grounds. Additionally, the Port Corporation has attempted to demolish existing historical buildings to extend the container handling space. Now, according to the Master Plan, this aspect of the port’s activity will be moved up to 3 kilometres from the current port area. The actual port would be exclusively used for passengers’ ships and recreational activities; it will be transformed into “a tourism and recreational waterfront” (Master Plan). This evolution is similar to ones currently being undertaken in port cities around the world, due to changing transportation techniques and the size of ships.

Nevertheless, this kind of project must be conducted with utmost attention to the Stone Town’s cultural heritage (warehouses) and to potential social consequences (how to limit gentrification).

Development of tourism/maintaining local socio-economic life

Developing tourism is both a positive and a negative factor. It is a key way to provide access to the World Heritage property for a broad domestic and international public. It is also an essential source of income for Zanzibar and an opportunity to renovate historic buildings and districts. But the threats involved include poor restoration/new construction, a decreased amount of housing for residents, and a progressive loss of the area’s residential population.

The Government policy is to shift towards the higher end of the tourist market in order to boost income from the sector and reduce pressure on tourist facilities in Stone Town and elsewhere on the island.

The Government also discourages further hotel development within Stone Town to contain pressure on the heritage site (where there are currently 63 hotels).

However, tourism may generate conflicts with the needs of local communities and in doing so become detrimental to the fabric of the World Heritage property.

When providing visitor facilities and attractions, it is important to account for the needs of local communities in Stone Town as a living, modern city, including the need for shopping and affordable properties for homes and businesses. There is a need to balance between providing visitor-type facilities and those that are specifically aimed at local cultural or economic activities. This highly important goal was noted in the 2008 Management Plan and remains a relevant concern today. It is important to maintain residents and social life in Stone Town: otherwise it risks being transformed into a theme park and losing its uniqueness.

Negative

Mambo Msiige building

To begin, it is useful to quote at length from the October 2014 Reactive Mission Report as to the significance of the Mambo Msiige building:

“In order to contextualise the recommendations in this Report it is necessary to understand the significance of the Mambo Msiige building and its environment, relative to the Retrospective Statement of Outstanding Universal Value. The following definition of significance was prepared in January 2012 for the HIA on the use of the Mambo Msiige building for a hotel development:

*The Mambo Msiige is a building with **high** cultural significance that is an important component of the OUV of the World Heritage Property as it pertains to the evolution of Swahili culture, the confluence of many cultures and religions in Stone Town, the rich urban qualities and exotic architecture, the memory of slavery and the European anti-slavery movement, a focal point of east African Christian missionary endeavour and also its connection with European exploration of Africa, as well as the administration of the island in the British colonial period and from Independence.*

The Mambo Msiige had its origin during the reign of Seyyid Said (died 1856). The Mambo Msiige - a magnificent example of a traditional Zanzibari courtyard type mansion - and its companion building, the Bushir mosque, were built in 1847-50 by Sh Salim bin Bushir bin Salim al Harthi, a wealthy and very prominent Swahili tradesman from a prominent Omani tribe, on Kelele Square (up to the 1860's a slave trading space) in the Shangani district of Stone Town, and a place with a rich history and character. Due to its construction and detail, this mansion was significant even in its own time, and due to its uniqueness was called Mambo Msiige (don't imitate). Sh Sakim bin Bushir became embroiled in the failed 1859 coup of Seyyid Bargash against his brother Sultan Seyyid Majid (successor of Said), causing his mansion to be confiscated by Seyyid Majid. The Mambo Msiige then played its part in the European anti-slavery and mission epoch. In the early era of British involvement in Zanzibar Seyyid Said, as part of his good relations with Col Hamerton - the first British Consul in Zanzibar – signed a

treaty forbidding the export of slaves from his African dominions. In 1863 his successor Seyyid Sajid (died 1870) gave the Mambo Msiige to the Universities Mission in Central Africa (The UMCA, formed in 1857) to use as a Mission House, and which was the origin and focal point of missionary work on the whole of eastern Africa. In 1861 Zanzibar became independent from Oman, and the British increase their influence in the area. Dr Livingstone joins the British Consulate in Zanzibar as Surgeon-General in 1866. In 1873, in the reign of Seyyid Bargash, the UMCA built a new Mission and in 1875, in the time of Consul-General Sir John Kirk, the British Agency vacate their damaged premises (damaged in the great cyclone of 1872 - now the Livingstone Hotel and Bar) and acquire the Mambo Msiige as the new British Agency in Zanzibar, which it used until 1903 when the Agency moved to the British Residency (designed by Vice-consul and famous architect John H Sinclair). Sir John Kirk photographed the famous panoramas of Stone Town, as well as the Mambo Msiige, providing strong evidence of the use of the Shangani seafront, as well as the architecture of that time. The journalist-adventurer Henry Morton Stanley (J Rowlands) consulted with Sir John Kirk at Mambo Msiige in 1871 before setting off from Zanzibar on his expedition to find Livingstone – on his return in 1872, the body of Livingstone was placed in the Mambo Msiige (then British Agency) in preparation of the journey to London. Stanley also visited the Mambo Msiige with his expedition force on return from his mission to rescue Governor Emin Pasha of Equatoria (S Sudan) – legend holds Stanley had his regular room in the Mambo Msiige, built for him on the rooftop. Extensive remodeling of the Mambo Msiige was undertaken between ca 1885-7, at the end of Sir John Kirk's reign as British Consul-General and at the time of Queen Victoria's Diamond Jubilee (1887). The Eastern Telegraph & Assoc Co., constructors of the first telegraph lines across Africa and Zanzibar's Indian Ocean connections between 1890-3, erected the East Telegraph Quarters building adjacent to the Mambo Msiige (now the Serena Inn Hotel). After 1903 the Mambo Msiige was used as government offices, but after the First World War ended in 1918, it accommodated the European Hospital, which was set up to take care of war casualties. After 1924 the Mambo Msiige was again used for offices for the colonial government. The building was again enlarged by the Public Works in the 1950's, introducing a mix of traditional elements and non-traditional structure and materials, reflecting British Public Works architecture prevalent on the island. After the revolution of 1964, the Mambo Msiige again served as offices, this time for the Republican government, including the Registrar General and the Ministry of Finance's Audit department, but also the WAKF and Trust committee and Zanzibar Shipping Corporation. Zanzibari citizens mostly link the building's significance to this period, with its role as the offices where births and deaths had to be registered, and subsequently revere it as the place where their ancestors dwell.

The area to the east of the Mambo Msiige was intermittently built up and open, and from the early 20th century the space was designated in two important urban planning schemes (ie the 1923 Lanchester Plan and the Master Plan of 1994) as a green open link between the Kelele square, in the built-up Shangani precinct, and the sea. The open space between the European Yacht Club / Starehe Club and the American Embassy / Tembo Hotel has been an open space used for a range of cultural activities since the 1920's, and as such it is an

important counter-point to the ever encroaching touristic character of Stone Town. It is also a 'protected Vista' towards the open sea. It has been used by fisherman and as important space for sea-based cultural events, and is currently seen as an important public open space by diverse sectors of the community.

It is evident that the Mambo Msiige is a building with high cultural significance that is an important component of the OUV of the World Heritage Property as it pertains to the evolution of Swahili culture, the confluence of many cultures and religions in Stone Town, the rich urban qualities and exotic architecture, the memory of slavery and the European anti-slavery movement, a focal point of east African Christian missionary endeavour and also its connection with European exploration of Africa, as well as the administration of the island in the British colonial period and from Independence.

Due to the integrity and authenticity of the Mambo Msiige and its setting, all of these attributes were still encapsulated by the heritage resource before the start of the renovation and adaptation project.”

To understand the magnitude of the inappropriateness of the development that has taken place at Mambo Msiige, it is also useful to reprint the list from the 2014 Reactive Monitoring report:

The most pertinent of the alterations to the new building include (noting that this list is not exhaustive or complete):

- additional two storey buildings,
- crenulations at the top of the walls,
- inappropriate use of materials (for example, the *imitation wood siding panels*),
- encroachment on the public green space by the new building through:
 - building over the boundary (also though the cantilevering of the new building over the boundary)
 - positioning of generators on the public land
 - landscaping in the public park which would indicate a semi-public, if not private use
 - construction of a sea-wall with small stairs and gate which limits access to the park space from the beach
 - construction of a wall facing the street which may indicate that a fence will be erected
 - construction of a retaining wall facing the alley between the park and the Tembo Hotel complex which may indicate that a fence will be erected.

The most pertinent of the alterations to the main Mambo Msiige building (Grade 1 in the plan) include (noting that this list is not exhaustive or complete. Refer to the 2012 Heritage Impact Assessment and the 2013 Report on the ICOMOS Advisory Mission for a fuller listing):

- General
 - Inappropriate function.
- Interior

- Inappropriate use of flooring material in the foyer in conflict of the HIA.
- Inappropriate lighting installation in the foyer.
- Inappropriate positioning of elevator.
- Inappropriate and unacceptable alteration of the Stanley room to house a penthouse suite.
- Insensitive and inappropriate services installation.
- Inappropriate roofing of the atrium.
- Inappropriate increase of the area of the roof and increase in height of the top floor.
- Exterior
 - Inappropriate removal of historical steel gratings to the street-facing archways and installation of doors.
 - Alteration of the balcony to the WAKF building and installation of a roof terrace on top of this building.
 - Inappropriate positioning of climate and solar hot water installation.
 - Inappropriate positioning of swimming pool encroaching on the public beach. This is a matter that has high negative impact on the use of the public beach by the citizens of Stone Town and the wider Zanzibar.

Despite the very detailed HIA recommendations and the World Heritage Committee's Decisions, the Park Hyatt Hotel in the Mambo Msiige building was constructed without or addressing the corrective measures requested by the World Heritage Committee over the years. It opened in March 2015, with the newly constructed part of the hotel at a height and volume that are considerably out of scale, encroaching on the beach and public space with a high sea-wall and stairs, inappropriately placed swimming pool, false wooden balconies and imitation carved doors painted on the walls on the street side. All of these set a very bad example for other property owners. Additionally, inappropriate unattractive garage doors and a service entrance have been installed on the street façade. The hotel has also completely privatized the former public space on the side of the hotel by fencing it in and blocking all access except from inside the hotel. Finally, no efforts have been made to move the swimming pool to a more appropriate location as requested in the HIA or even to screen the swimming pool from the public beach to allow for cultural sensitivities.

Given that the Hotel has been open to the public since March 2015, any mitigation measures recommended by this mission team will unfortunately be quite marginal and not address the key issues of the HIA. At a minimum, however, the mission recommends that the following mitigation measures must be considered non-negotiable, and be carried out to avoid a renewed consideration for danger listing in the future.

- Reopen the public space (enclosed 'park' to the northeast of the new building), as it is a major access point to and from the sea for residents; demolish the enclosing walls and fences on both the street and the beach sides as well as the retaining walls along the beach and bring the public space/park back down to the level of the sidewalk.
- Find a solution for reducing the concrete stairs on the beach side (cf reconstruction of the timber jetty required by the HIA).
- Remove the painted imitations of carved doors on the side of the new building. The carved doors of Zanzibar are a strong symbol of Swahili culture. Painted versions are not required when 'the real thing' is still available. In addition, the execution of the paintings, with a drain pipe coming out of the middle of one, are not adequate representations of this important

Swahili building craft. It would be much more appropriate to install real carved doors where they are needed.

- Replace the garage doors and service entrance with doors more in harmony with the building and environment. Again, the culture of doors in Zanzibar deserves better treatment than what has been used on this very visible street facade.
- The HIA called for the swimming pool to be moved to an inner courtyard. This would still be the best solution! At a minimum, however, the hotel should install a latticed wooden screen for the swimming pool, replacing the current plexiglass, which exposes the swimmers to the public walking along the beach. This screen would still allow for a view out from the pool, but would help screen it from public view on the beach.

The mission finds that the finished hotel, which was opened with complete lack of attention by the developers to the HIA, the agreed upon matrix of actions, the management plan for the property, and the requests of the World Heritage Committee, has a substantial negative impact on the Outstanding Universal Value of the property. The mission notes, however, that the Committee chose not to list the property on the World Heritage List in Danger in 2015, and recognizes that the situation has not deteriorated further since the last mission in 2014. At a minimum, however, the mission recommends that the above corrective measures be carried out to avoid a renewed consideration of Danger Listing in the future. Furthermore, this experience should serve as an example to the State Party for avoiding similar situations in the future.

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

4.1 Review whether the attributes of Outstanding Universal Value, on the basis of which the property was inscribed on the World Heritage List, and the conditions of integrity and authenticity are being maintained

The situation regarding Mambo Msiige has already been discussed above. The conservation status of the building stock and the means used to conserve it are at the same stage as they were in 2014. STDCA is occupying itself with the Grade 1 monuments: 26 of them are being restored – the Anglican Church (being restored by the Aga Khan Foundation); others are being or about to be restored by STDCA artisans (the House of Wonders, with funding of the Sultanate of Oman); while applications for funding have been filed with the "planning committee" for others, such as the Serail Caravan, which is in a very poor condition. For the rest, the STDCA is doing important work to review building permits and monitor the work being done. Monitoring and control are an important part of its activity; however, monitoring is difficult.

A general survey of the conservation status of all of the buildings in Stone Town was conducted between 2013 and 2014 with the help of the University of Minnesota and its students. The building analysis grid accounts for "significant features, major repair, minor repair", assesses the level of deterioration and indicates whether it is new construction. The survey showed that only 177 buildings out of 2628 are in very poor condition, which is curiously many fewer than the survey conducted 20 years earlier as part of the conservation plan. Buildings demolished during this period have clearly not been considered. But this census is a good working basis for updating the conservation/management plan. It will be important to institute a regular monitoring framework for building conditions in order to keep a close check on the situation over time.

The conservation conditions of the building stock

Three major, recurring problems need to be faced: a lack of funding, or conversely the difficulty in managing the influence of investors; the lack of private sector artisans and restoration businesses; the lack of adherence to conservation and restoration guidelines, and the issue of materials (the disappearance of coral rag stone and mangrove poles following the protection of the mangroves).

4.2 Review any follow-up measures to previous decisions of the World Heritage Committee on the state of conservation of the property and measures which the State Party plans to take to protect the Outstanding Universal Value of the property

In addition to ongoing development and restoration projects that have already been mentioned in previous chapters, the mission recalls a few that were mentioned in the 2014 report:

The Beit-al-Ajaib/House of Wonders and the Chawl buildings

The STCDA is planning restoration work at the Beit-al-Ajaib/House of Wonders and the Creek Road Chawl Building, both Grade I buildings. The Restoration project is to be funded by the Sultanate of Oman, and work is scheduled to begin in June 2016. Although the 2014 mission team was provided with plans for the restoration project, it is recommended that the State Party officially submit the plans to the World Heritage Centre for review by the Advisory Bodies prior to commencing the restoration work. The building is in an extremely critical state since the collapse of a part of its balcony. Therefore, the review of the plans should be carried-out as a matter of urgency to avoid further delay.

The Proposed Darajani Corridor Project

The Zanzibar Municipal Council had embarked on a process of developing commercial facilities and parking infrastructure on the location of the Darajani Gardens, part of the green infrastructure of the Property and its buffer zone. This project could be highly detrimental to the OUV of the property. The Mission was informed that the project has now been abandoned, but the idea of a shopping mall is still being considered. **The STDCA needs to be vigilant in this part of the town about potential future projects.**

The Proposed Yacht Club Project

The Mission was informed that this project has been abandoned.

5. CONCLUSIONS AND RECOMMENDATIONS

The decision to send another Reactive Monitoring Mission to the property was made by the World Heritage Committee at its 39th session (Bonn, 2015) as a result of its decision not to place the Stone Town of Zanzibar on the List of World Heritage in Danger, which had been recommended by the Reactive Monitoring Mission in 2014 following a very detailed analysis of the situation. The Committee decision in 2015 requested that a mission be invited to develop corrective measures and a timeframe for their implementation to be presented to the World Heritage Committee at the next session in 2016 with a view to considering, in the case of confirmation of the ascertained or potential danger to Outstanding Universal Value, the possible inscription of the property on the List of World Heritage in Danger. The mission, however, in considering this request, took into account that the concept of “Corrective Measures” is linked in the Operational Guidelines to placing a property on the World Heritage List in Danger. It should be noted that it was difficult to observe significant changes given the short time between missions. Nevertheless, the mission, based on the visit to the property and discussions with the relevant stakeholders, are not recommending Danger Listing at this time. For this reason, corrective measures have not been developed, and instead, recommendations are being made to the State Party to continue progress in the conservation and management of the property. These recommendations address the lack of adequate governance that has led to inappropriate development. The following recommendations covering the key conservation issues at the property, are meant to help the State Party to begin to improve the overall State of Conservation of the property.

Mambo Msiige

The rehabilitation and extension of the Mambo Msiige to convert it into a hotel was a serious failure in conservation terms, and no corrective action was taken after the 2014 World Heritage Committee Decision. The mission finds that the finished hotel, which was opened with complete lack of attention paid by the developers to the HIA, the agreed upon matrix of actions, the management plan for the property, and the requests of the World Heritage Committee, has a substantial negative impact on the Outstanding Universal Value of the property. The mission notes, however, that the Committee decided not to list the property on the World Heritage List in Danger in 2015, even though construction was already virtually complete by the time of the joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission in Oct./Nov. 2014, and danger listing was recommended. Given that the World Heritage Committee decided not to inscribe the property on the List of World Heritage in Danger at that time, the current mission finds that the situation has not deteriorated further since the last mission in 2014.

Given that the Hotel has been open to the public since March 2015, any mitigation measures recommended by this mission team will unfortunately be quite marginal and not address the key issues of the HIA. At a minimum, however, the mission recommends that the following mitigation measures must be considered non-negotiable, and be carried out to avoid a renewed consideration for danger listing in the future.

- Reopen the public space (enclosed ‘park’ to the northeast of the new building), as it is a major access point to and from the sea for residents; demolish the enclosing walls and fences on both the street and the beach sides as well as the retaining walls along the beach and bring the public space/park back down to the level of the sidewalk.
- Find a solution for reducing the concrete stairs on the beach side (cf reconstruction of the timber jetty required by the HIA).

- Remove the painted imitations of carved doors on the side of the new building. The carved doors of Zanzibar are a strong symbol of Swahili culture. Painted versions are not required when 'the real thing' is still available. In addition, the execution of the paintings, with a drain pipe coming out of the middle of one, are not adequate representations of this important Swahili building craft. It would be much more appropriate to install real carved doors where they are needed.
- Replace the garage doors and service entrance with doors more in harmony with the building and environment. Again, the culture of doors in Zanzibar deserves better treatment than what has been used on this very visible street facade.
- The HIA called for the swimming pool to be moved to an inner courtyard. This would still be the best solution! At a minimum, however, the hotel should install a latticed wooden screen for the swimming pool, replacing the current plexiglass, which exposes the swimmers to the public walking along the beach. This screen would still allow for a view out from the pool, but would help screen it from public view on the beach.

Development projects

Particular attention should be paid to two major urban projects. 1) The Container Port will be moved out of Stone Town, and its current location will continue to serve as the passenger port, becoming a recreational and leisure space (cf: Master Plan). 2) The idea of building a commercial space (a shopping mall) on Darajani Corridor is still being considered, although the initial project was abandoned.

More generally, it is important to maintain a balance between residents' local lives and practices and tourism – between services for residents (housing, services, food shops, schools, etc.) and recreational and tourist activities. Maintaining this balance will ensure the preservation of the site as much as the physical dimension of the built urban environment.

It is also important to carefully monitor the evolution of the Grade I-listed building Tippu Tip House, both in terms of how it is used (hotel vs. cultural space) and the quality of the restoration work. This is especially important as the Hyatt Hotel, which leases the Mambo Msiige building and was responsible for the negative conservation outcomes at that building, also owns the lease of the Tippu Tip House. It is imperative to ensure that the same fate suffered at Mambo Msiige does not happen at the Tippu Tip House. Such an outcome would point to an inability by the State Party to control development, and would strongly indicate a need for consideration of, at least, a listing on the World Heritage List in Danger. The building, at present, is in a highly deteriorated state of conservation, and one of its balconies collapsed just prior to this 2016 mission's visit. Appropriate conservation work needs to be planned with urgency to reverse the dangerous state of the building.

Traffic Plan

Implementation of the traffic plan has begun, with traffic now being regulated in Stone Town. However, peripheral parking areas and public transport to connect them to Stone Town still need to be implemented. Some ways of formalizing "exceptions" should also be made for economic and residential activities.

Management - Governance

The legislative, regulatory and organizational framework is now coherent, with the existence of the Development Control Unit (DCU), which appears, at this early stage, to be functioning effectively. This unit is attached to the Department of Urban and Rural Planning, and should be connected with the Heritage Board and the Community Stakeholders Forum.

The DCU must fully play its role as the facilitator of dialogue between decision-making institutions in Zanzibar, and for monitoring decisions on building permits. An important point to be considered is whether the STDCA should have veto power within in the DCU regarding projects within the World Heritage property (Stone Town). The mission strongly believes that it should have this veto power in order to ensure the protection of the OUV of the World Heritage property.

The Heritage Board, which should incorporate a wider range of institutional stakeholders than the DCU, has yet to be fully set up, and this is a priority action. The Heritage Board and Community Stakeholders' Forum, which has been constituted, should be active, meet regularly, and play a role in both proposing and supporting actions for the preservation of Stone Town. The Stakeholders Forum, in particular should take on the role of communication of heritage values and the importance of conservation to residents and visitors. It should help develop education and awareness with regard to the OUV of the World Heritage property and issues related to its protection.

Updating the Conservation Plan /Management Plan

The World Heritage property "conservation plan" and "heritage management plan" must be revised and updated into a single document. This is now urgent; it will serve as the "detailed plan" of the Master Plan for the Stone Town. Linking the management of Stone Town and the Master Plan will make it easier to integrate heritage preservation into city policies.

It is also important to listen to and rely on the Heritage Board and the Community Stakeholders Forum in this process, as they reflect and formulate the needs of local communities, businesses and investors; and can therefore take action to support the STDCA.

Updating and integrating the Conservation and Management Plan must be done in connection with the Master Plan and should particularly focus on:

Training private sector craftspeople by using restoration projects in progress should be encouraged (construction sites that also serve as locations for training) and methodological guidelines should be published.

Information for investors, stakeholders, residents, and tourists, should be developed in various formats. In particular, for potential investors, a booklet should be prepared and distributed at the moment that interest is expressed, to explain the values of the World Heritage property and the need to ensure that any eventual proposals do not negatively impact on OUV. Create an exhibition space and information centre on Stone Town, as well as information panels throughout the World Heritage property.

Heritage funding is needed to alleviate the critical shortage of financial resources. Projects such as the the Hifadhi Zanzibar Company initiative should be maintained and expanded. Other possible solutions should also be explored (a tourism tax or a tax on building permits, for example).

A system of regular, ongoing monitoring of conditions of the building stock is necessary to ensure that conditions of buildings do not continue to deteriorate. A survey of building conditions has been carried out and can serve as an important baseline for future monitoring, but this system must be integrated into the conservation and management plan.

International expertise and mentoring

In order to ensure the effective updating and implementation of the conservation and management plan, regular support and mentoring by a designated team of experts should be offered to the STDCA over a period of three to five years, with the financial support from the international community or through the International Assistance mechanism. This team would not need to be located in Zanzibar, but would need to have on-going contacts via email, Skype or other suitable means, with occasional missions to look at progress on the ground and have more in-depth discussions with stakeholders.

Specific Recommendations for Procedures to Adequately Control Development and Promote Conservation

During the mission, a meeting was held with STCDA staff, and a series of measures were discussed and agreed to which could be achieved in next 5 years in order to improve the overall management system and development control at the property.

PROCEDURES TO ADEQUATELY CONTROL DEVELOPMENT AND PROMOTE CONSERVATION			
Measures	Action	Responsible Actors	Timeframe
PLANNING MEASURES			
Describe Management System Define Decision Making Structures	List all stakeholders and organizations that will be involved in the updating of the management plan	STCDA	By end 2016
Update the Conservation Plan (Siravo 1994) and include it as a part of the management plan of the property	1) Develop a project proposal and estimate the cost 2) Seek Financing (possible financial partners might include the Aga Khan Trust for Culture, the AWHF, UNESCO FIT or other UNESCO sources) 3) Update the plan and incorporate it in the management plan 4) Implement the plan	1) STCDA & UNESCO can share proposals and advise 2) STCDA, UNESCO, AWHF, TZ Nat Com 3) STCDA with experts 4) STCDA	1) By mid-2016 2) By end 2016 3) By end 2018 4) 2019 - 2029
Update the Management Plan of 2008 including the incorporation of the conservation plan	1) Define structure of the management plan and its annexes including subject matter such as conservation, tourism, disaster risk management, education/outreach/awareness, fundraising, and action plan	1) STCDA 2) STCDA & UNESCO can share proposals and advise	1) By end 2016 2) By mid-2016 3) By end 2016

	2) Estimate the cost and develop a project proposal 3) Seek Financing (possible financial partners might include the Aga Khan Trust for Culture, the AWHF, UNESCO FIT or other UNESCO sources) 4) Update the plan 5) Implement the plan	3) STCDA, UNESCO, AWHF, TZ Nat Com 4) STCDA with experts 5) STCDA	4) By end 2018 5) 2019 - 2029
STRUCTURAL ORGANISATIONAL			
DCU	1) STCDA active participation in meetings 2) Ensure that the STCDA has a decisive voice in relation to the OUV of the property 3) Creation of guideline document for developers	1) STCDA 2) DCU	1) Monthly meetings and ad hoc as needed 2) By mid-2016 3)
Community Stakeholders Forum	1) Develop TOR 2) Ensure Office space given to Community for Stakeholder Board 3) Ensure STCDA participation in at least 3-4 meetings a year 4) STCDA to ensure communication of voice of stakeholders in DCU and eventually the “Heritage Board” meetings (as a temporary measure until management plan updated)		3-4 times a year
Heritage Board	1) Constitute the Heritage Board to provide a forum for all the major institutional stakeholders 2) Clearly define its relationship with the DCU and other crucial stakeholders 3) Define its scope in relation to synergies and challenges of development projects 4) Decide who convenes its meetings and under which legislation (i.e.: “sub-committee” under STCDA Act or under DCU?) 5) Identify its membership (ZIPA, Govt, Port authority, etc.) 6) Develop TOR for Heritage Board 7) Define its Operating procedures 8) Define its link to the other management structures 9) Define its financial mechanism	STCDA DCU Revolutionary Government of Zanzibar State Party of Tanzania	Creation mid 2017 Meet at least 3 times a year
ZMC-STCDA relations	1) Ensure regular meetings 2) Continue collaboration on Traffic Plan and respect for permits 3) World Heritage Cities Coordination of	ZMC STCDA	Bimonthly meetings?

	mayor's participation		
LEGAL Measures			
STCDA Act	Continue enforcing	STCDA Revolutionary Government of Zanzibar	on-going

Recommendation Concerning the World Heritage List in Danger

Unfortunately, being placed on the List of World Heritage in Danger is perceived by the State Party and the local community as a punishment; rather than as an opportunity to rally and receive international assistance and support. Although threats to the property still exist, **the Mission does not recommend that the Stone Town of Zanzibar World Heritage property be placed on the List of World Heritage in Danger, given that there is no additional reason for doing so as compared to the conditions that led the mission team to recommend Danger Listing in 2014.** While the State Party has begun to take positive steps, such as the creation of the DCU and the Stakeholders Forum, it has not yet established the Heritage Board and taken other necessary actions. As these measures are all relatively new, it is not yet possible to determine how stable these are and whether they will continue to function well into the future. For this reason, the mission recommends sending a joint UNESCO/ICOMOS/ICCROM Reactive Monitoring mission in 3 years (2019) in order to evaluate the progress made on improving management systems and implementing the recommendations of the Committee.

6. ANNEXES

- I. Extract of the Decisions adopted by the World Heritage Committee at its 39th session (2015)
- II. Mission Terms of reference
- III. Mission programme
- IV. Composition of the mission team
- V. List of persons met
- VI. Draft Terms of Reference for the “Heritage Board” (April 2016)
- VII. Notes on interventions at the Community Stakeholders Forum, 23 February 2016
- VIII. Maps
- IX. Photographs

ANNEX I: Extract of the Decisions adopted by the World Heritage Committee at its 39th session (Bonn, 2015)

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

Decision: 39 COM 7B.45

The World Heritage Committee,

Having examined Document WHC-15/39.COM/7B.Add,

Recalling Decisions 35 COM 7B.45, 36 COM 7B. 49, and 38 COM 7B.55, adopted at its 35th (UNESCO, 2011), 36th (Saint-Petersburg, 2012) and 38th (Doha, 2014) sessions respectively,

Deeply regrets that the State Party did not halt work on the Mambo Msiige project as requested in the abovementioned decisions, and allowed the developer to complete the project without taking into account the recommendations of the Heritage Impact Assessment (HIA) and the jointly agreed upon matrix and guidelines for a revised design;

Considers that the newly completed six storey hotel (two stories above the agreed matrix and guidelines and encroaching onto the public beach and protected open space) has a significant adverse impact on the urban form and silhouette of the property and a substantial adverse impact on its Outstanding Universal Value (OUV), and notes that the State Party, itself, recognizes in its 2015 state of conservation report, the negative impacts of the encroachment;

Urges the State Party to work with the current property management to undertake all feasible mitigation measures, as outlined in the 2014 mission report, to lessen the negative impacts of the hotel on the OUV of the property, and to provide a proposal for this work, including a timeline for implementation for submission to the World Heritage Centre, for review by the Advisory Bodies;

Also notes that the State Party recognizes the lack of effective management procedures, as evidenced by the fact that the 2008 Heritage Management Plan and the 2010 Stone Town Conservation and Development Act have not yet been implemented, and requests the State Party to begin their implementation as soon as possible;

Further notes that the State Party has taken steps to improve governance of the property through the setting up of a Development Control Authority, the Heritage Board and the Stakeholders Forum, and also requests the State Party to act with urgency to establish these organizations and ensure their effective implementation with appropriate guidance from the Advisory Bodies;

Further requests the State Party not to undertake any development projects until they have been reviewed according to the Management Plan, in collaboration with the proposed new management structures above-mentioned and guided by HIAs, in accordance with Paragraph 172 of the Operational Guidelines;

Requests furthermore the State Party to engage with urgency in the implementation of the approved Traffic Plan;

Calls upon the international community to provide assistance to the State Party to improve the management capacity and systems for the property;

Invites the State Party to request International Assistance from the World Heritage Fund to strengthen the management and conservation of the property;

Also regrets that the State Party has not complied with all the requests expressed by the Committee in Decision **38 COM 7B.55**, in particular related to the lack of significant progress in implementing the conservation plan and in reversing the decay in most of the building stock, in spite of the recommendations of the Committee over several sessions since 2007, leading to the poor overall state of conservation of the property;

Also considers that the serious conservation condition of the property and the lack of effective management and adequate governance has led to inappropriate development such as the completion of the Mambo Msiige project;

Requests moreover the State Party, in consultation with the World Heritage Centre and the Advisory Bodies, to develop a set of corrective measures, a timeframe for their implementation, for examination by the World Heritage Committee at its 40th session in 2016;

Requests in addition the State Party to invite a joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission to the property in 2015 to develop corrective measures and a timeframe for their implementation to be presented to the World Heritage Committee at the next session in 2016 with a view to considering, in the case of confirmation of the ascertained or potential danger to Outstanding Universal Value, the possible inscription of the property on the List of World Heritage in Danger;

Finally requests the State Party to submit to the World Heritage Centre, by **1 February 2016**, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 40th session in 2016.

ANNEX II: Terms of reference

Joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring Mission Stone Town of Zanzibar – Tanzania

Following the request of the World Heritage Committee at its 39th session in Bonn (June 2014) for the State Party of the United Republic of Tanzania to invite a joint World Heritage/ICOMOS/ICCROM reactive monitoring mission to the Stone Town of Zanzibar (Decision 39 COM 7B.45), and the letter of invitation received from The Revolutionary Government of Zanzibar dated 9 September 2015,

The mission team shall visit the World Heritage property together with the national and local authorities responsible for its management, including undertaking a walking tour accompanied by the site manager and a representative of the local community, in order to:

- 2) Assess the overall state of conservation of the Stone Town of Zanzibar, including the state of decay of the building stock;
- 3) Review proposals for the implementation of all feasible mitigation measures, as outlined in the 2014 mission report, to lessen the negative impacts of the renovated Mambo Msiige hotel on the OUV of the property; as well timelines for their delivery;
- 4) In the light on the serious conservation conditions of the property, acknowledged by the WH Committee, and the lack of adequate governance that has led to inappropriate development, assist the State Party in reviewing existing measures and developing new measures to improve the State of Conservation of the property and a timeframe for their implementation, for examination by the World Heritage Committee at its 40th session in 2016;
- 5) Such measures should include:
 - a. procedures to adequately control development and promote conservation;
 - b. The implementation of the 2008 Heritage Management Plan and the 2010 Stone Town Conservation and Development Act;
 - c. The establishment of a Development Control Authority, the Heritage Board and the Stakeholders Forum;
 - d. The way new development projects are being reviewed; and how HIAs are undertaken for all significant projects;
- 6) Review the progress made in implementing the approved Traffic Plan;
- 7) In the light of the above, assess whether the property meets the conditions of ascertained or potential danger to OUV and might be considered for inscription on the List of World Heritage in Danger at the next meeting of the WH Committee at its 40th session in 2016;
- 8) Prepare a joint mission report, following the attached format, in English or French, for review by the World Heritage Committee at its 40th session (Istanbul, 2016).

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

ANNEX III: Mission Programme

PROGRAM FOR UNESCO/ICOMOS/ICCROM REACTIVE MONITORING MISSION AT STONE TOWN OF ZANZIBAR 22 to 25 February 2016				
Dates	ACTIVITY	TIME	LOCATION	RESPONSIBLE
21 ST FEB.2016	ARRIVAL OF MISSION TEAM	WHC, ICCROM, ICOMOS	AAK INTERNATIONAL AIRPORT	DIRECTOR GENERAL
22 nd FEB. 2016	COURTESY CALL TO PRINCIPAL SECRETARY SHORT VISIT TO MAMBO MSIIGE TO REVIEW DEVELOPMENTS SINCE LAST MISSION PRESENTATION STCDA LUNCH BREAK MEETING WITH HERITAGE BOARD MEETING WITH URBAN DEVELOPMENT CONTROL AUTHORITY (INTRODUCTION TO NEW STRUCTURE AND REVIEW OF ONGOING OR UPCOMING DEVELOPMENT PROJECTS)	09:00 - 09:30 9:30- 10:30 11:00 - 12:30 12: 30 - 14:00 – 16: 00 6:00-18:00	MINISTRY OF LANDS, HOUSING, WATER AND ENERGY STCDA STCDA	DIRECTOR GENERAL DIRECTOR GENERAL ALL DIRECTOR GENERAL
23 rd FEB. 2016	VISIT THE WORLD HERITAGE SITE, INCLUDING REVIEW OF DAMAGE TO HOUSE OF WONDERS LUNCH BREAK MEETING WITH LOCAL COMMUNITIES MEETING WITH MUNICIPALITY RE: TRAFFIC PLAN AND ONGOING OR	8:30- 11:30 12:00- 13: 30 14:00- 16: 00 16:30 –	STONE TOWN STONE TOWN	DIRECTOR GENERAL ALL DIRECTOR GENERAL

		UPCOMING DEVELOPMENT PROJECTS	17:30		STCDA
24 TH 2016	FEB,	DRAFTING GROUP TO ASSIST THE STATE PARTY IN POINTS TO HIGHLIGHT IN STATE PARTY SOC REPORT AND IN DEVELOPING A SET OF CORRECTIVE MEASURES AND A TIMEFRAME FOR THEIR IMPLEMENTATION LUNCH BREAK REACTIVE MONITORING MISSION WITH STCDA	8:30- 11:30 12:00- 13:30	STCDA	DIRECTOR GENERAL STCDA ALL
25 TH 2016	FEB.	CONSULTATION MEETINGS AND DEBRIEFINGS LUNCH BREAK Review of Capacity Building Needs STCDA Diner	9:00 - 11:30 12:00 -14:00 14:00 – 16:00 20	STCDA	DIRECTOR GENERAL STCDA ALL

NOTE:

RMM	Reactive Monitoring Mission
STDCA	Stone Town Conservation and Development Authority
MLHWE	Ministry of Land, Housing, Water and Energy
DOURP	Department of urban and rural planning
DCU	Development Control Unit
ZMC	Zanzibar Municipal Council
ZPC	Zanzibar Port Cooperation
ZTC	Zanzibar Tourism Commission

ANNEX IV: Composition of the mission team

Karalyn MONTEIL, UNESCO World Heritage Centre

Isabelle LONGUET, ICOMOS

Joseph KING, ICCROM

ANNEX V: List of people met

Ministry of Lands, Housing, Water and Energy	Ali Khalil MIRZA	Principle Secretary
Ministry of Lands, Housing, Water and Energy	Mustafa Aboud JUMBE	Deputy Principle Secretary
Tanzania National Commission for UNESCO	Erik J. KAJIRU	Senior officer
	Moshi Mussa KIMIZI	Secretary General
Tanzania World Heritage Committee Representative	James WAKIBARA	Principal ecologist (site manager of Serengeti National Park and World Heritage Committee Member)
Zanzibar Commission for Tourism	Suleiman H. MRISH	Tourism officer
	Donatius KAMAMBA	Director of Antiquities (World Heritage Committee Member)
	Evelyn SWAI	Conservator
Stone Town Development and Conservation Authority (STDCA)	Issa S. MAKARANI	Director-General (site manager)
	Sabiha RASHID HASSAN	Architect
	Said SEIF ALI	Valver
	Mafunda A. ABDALLA	Head of conservation and planning division
	Masoud R. ABDALLA	Head of technical division
	Mwanaidi S. ABDALLA	
	Saleh SADIG OSMAN	Board member
	Dalila R. MWADIN	
	Hannat B. HAMAD	
	M. T. ABDULRAHMA	
	S. S. ALAWI	
	Mussa AWESU	
	H. JAFFAR Ali	Heritage manager
	Othman A. ALI	HZAAC , Town planning
	Rajab S. RAJAB	Dpt of social services
	Mussa A. BAKAR	Engineer
Zanzibar Municipality Council	Aboud H SERENGE	Director
	M. K. JUMA	Head of Department (World Heritage Committee Member)
	MOHD N. ALI	
	G. MZEE Yussuf	
Department of Urban and Rural Planning	Muhammad JUMA	Director
	A.A. MUSSA	Director West district Council

ANNEX VI: Draft Terms of Reference for the “Heritage Board” (April 2016)

Memorandum of Understanding between Members of Zanzibar Heritage Board

1. This memorandum of understanding (MoU) constitutes a description of a relationship between members of Zanzibar Heritage Board (hereafter called Heritage Board, or the Board). It outlines objective and role of each member to the endeavor to promote and safeguard heritage of Zanzibar for the benefit of Zanzibar and the World. It also underlines the role of Development Control Unit (DCU), (hereafter called the Secretariat) as a Secretary of the Heritage Board (ZHB) in facilitating the work of the Board to excise its function as outlined in paragraph X below.
2. It is understood that this MoU is a binding agreement between members to determine their collaboration described in this MoU. No member shall have any legal obligation to do the role of other member as a result of this MoU other than as expressly stated herein.

3. Objective of the Board

The Heritage Board and the Secretariat of the Board recognize the complementary role each have with respect to management related to safeguard, protection and promotion of the heritage in Zanzibar. All Board member agree to participate in a collaborative effort to increase efficiency of management system of all heritage values and assert of Zanzibar in collaboration and partnership with organizations responsible of management of heritage in Zanzibar. To that end, the Board members intend to use the position of its member to influence the effective management of heritage in Zanzibar.

4. The main objectives of this agreement is:

- To establish the basis for cooperation on CITES capacity building;
- To develop joint public-private collaboration to promote culture and heritage of Zanzibar
- To develop joint activities for capacity building,
- To develop program for creation of awareness and awareness material for Culture and Heritage of Zanzibar
- To monitor and evaluate the effectiveness of the management system for the protection of the UNESCO World Heritage Site, Zanzibar Stone Town
- To do all effort to undertake joint activities to increase public awareness of cultural and Heritage issue in Zanzibar

5. Meeting of the Heritage Board

The Board will meet quarterly.

The Board agree to adopt and implement a work plan for each quarter, based on mutual priorities and targets. However, each of the signatories may suggest ad hoc activities, if considered appropriate and subject to mutual agreement.

6. The main role of the Heritage Board.

- Advise the Revolutionary Government of Zanzibar on all issues related to Culture and Heritage promotion and protection in Zanzibar and particularly in the UNESCO World Heritage Site, Zanzibar Stone town
- Do all what is needed to safeguard and promote culture and Heritage of Zanzibar

- Take a decision to discourage activities and actions that threat the heritage and heritage assets of Zanzibar
- Evaluate the impact of any project that threat the safeguard of heritage in Zanzibar and particularly in the UNESCO World Heritage Site, Zanzibar Stone town
- Advise the DCU, and Stone Town Conservation and Development Authority (STCDA) on the management of the heritage and heritage asset
- Take a position to advise local authority and particularly the UNESCO World Heritage Site, Zanzibar Stone town not to engage in any activity, to take decision in any project, participate in any action that will threat the heritage of Zanzibar and particularly the UNESCO World Heritage Site, Zanzibar Stone town

7. **Dispute of the Memorandum**

Any dispute, controversy or claim arising out of, or in connection with this Memorandum shall, unless it is settled by direct negotiation, be settled in accordance with Zanzibar Law at present in force. The Parties shall be bound by any arbitration award, rendered as a result of such arbitration, as the final adjudication of any such controversy or claim.

8. **Confidentiality**

The Board agrees that no press release or other general public announcement (including in any journal or other publication) of the transaction shall be made without the prior consent of majority of the Member, except to the extent that disclosure may be required by law, in which case the party required to make such disclosure will give the other party prior notice.

9. Signing this MOU indicates agreement with the foregoing.

10. This Memorandum of Understanding will be effective xx April 2016

11. Heritage Board Members

Regional Commissioner of Urban-West Region –**Chairman of HB**
 District Commission of West-A, District **Vice Chairman of HB**
 District Commission of West-B, District **Vice Chairman of HB**
 Director General of Stone Town Conservation and Development Authority
 Executive Secretary of Commission for Land
 Director General of Zanzibar Environment Management Authority
 Director General of Zanzibar Investment Promotion Agency
 Director General of Zanzibar of Port Cooperation
 Director of Museum and Antiquity
 Director of Urban and Rural Planning –**Secretary of HB**
 CEO of Zanzibar Chamber of Agriculture and Commerce
 CEO of Zanzibar Tourist Investment

ANNEX VII: Notes on interventions at the Community Stakeholders Forum, 23 February 2016



The first speaker highlighted the need for a partnership among *the STCDA and UNESCO*. He asked for a Needs Assessment to be carried out to identify ways for the local community to benefit from the Heritage site. He pointed out that 30 years ago there were half the amount of tourists in Zanzibar (50,000 in 1986 and 100,000 in 2016) but all of the tourism benefits are going to people outside of Zanzibar rather than locals.

The second participant, who was born in Stone Town, blamed the conservation challenges on poverty, corruption, and political instability. He called for putting heritage education into the school syllabus, and asked for laws to be enforced. He also asked UNESCO to send experts for longer periods (6 months) to help make changes that make Zanzibar the example for other World Heritage cities to follow.

A third resident considered that heritage education and awareness could help curb the vandalism and promote eco-tourism.

The fourth speaker was a community leader. He noted that before the World Heritage inscription of Stone Town of Zanzibar, he did not know anything about UNESCO or the World Heritage Convention, the Venice Charter, the World Heritage Committee or its Decisions. He highlighted the challenges facing Stone Town. He pointed out that it is easier to build a new house than to renovate an old one in the historic Stone Town. He pointed out that some traditional materials used for building are no longer available, such as teak wood, which now has to be imported from India, and mangroves, which are harder to get. He asked for a research team to focus on this and assist Stone Town with alternative solutions instead of placing the site on the List of World Heritage in Danger.

The fifth speaker was a representative of the private sector and a women's association called 'Reclaim Women's space in World Heritage,' which is based in the STCDA. She highlighted the need to strengthen the Community Stakeholders Forum by ensuring representation by different groups. She explained how the Reclaim Women's Space Group originated as an exchange program with Visby in Sweden; stating that this was a positive experience and the Reclaim Group learned from Visby's methods. She noted that women are a small percentage of the producers of heritage products and she asked for assistance in building skills through training in producing heritage products. Noting the link between tangible and intangible cultural heritage, she suggested the possibility of involving women in cultivating stories on buildings and on the intangible cultural heritage of the Stone Town. She recommended we document the stories of the women who have made an impact on the Stone Town in the past, now and in the future. She reiterated the importance of documenting these stories before the role models die so they are available for future generations. Lastly, she stressed the importance of initiating awareness-raising programmes about cultural heritage in the Stone Town.

In between speakers, the representative of the World Heritage Centre clarified the objective and process of Danger Listing, highlighting that it is a way of “raising a red flag” to the international community about assistance needed at this site in order to prevent it from losing its Outstanding Universal Value. The representative from ICCROM highlighted the need to develop sustainable tourism and noted the current threats already existing from tourism such as the Mambo Msiige project. The mission team noted that the Community Stakeholders Forum is a useful resource to help guide future development in a sustainable manner.

The sixth speaker was a Reverend from the Anglican Church. He thanked the mission team for the clarification of Danger Listing and the guidance on how to get out of this situation. As residents of Stone Town, he said, we have seen the red flag. He noted the importance of the Community Stakeholders Forum, and was confident the forum will develop a strong strategy on how to resolve all of these issues of concern. However, he stressed the need for support- finance, skills, planning and advice on how best to run the Community Stakeholders Forum—to learn from the experience of other countries. Moreover, he recognized their reliance on the tourism industry, and suggested that both the residents of Stone Town and the government need support. He asked for a team of experts to be sent to Stone Town to offer ideas on heritage management and advice on how to resolve the issues about heritage management and preservation of Stone Town.

The seventh speaker highlighted the influence of Livingstone on not only the Slave Trade but also on women’s issues in Stone Town.

The eighth speaker works as a carpenter (fundu) in Stone Town. He asked for technical support from UNESCO before adding Stone Town to the List of World Heritage in Danger.

The ninth speaker called for education and training. She confided that the threat of Danger Listing was a shock to the community, and was confident that brochures and leaflets to educate the public about the heritage values of Stone Town would be beneficial.

The tenth speaker pointed out that there are 2628 houses in Stone Town and asked why having a problem with one of those houses would lead to Danger Listing. He added that Stone Town has plenty of problems, and development pressures are everywhere. He suggested we mark every house with a sign saying: *“this house is protected; don’t make a bar or hotel here”*.

The ICCROM representative clarified that the consideration of Danger Listing was not just about one building but rather a symptom of lost control over development. He underscored that Stone Town is a historical place and needs to retain its historical value. He suggested that other developments can take place on other parts of the Island. He concluded by saying that it’s up to the community here to raise awareness about its Swahili Culture.

The Director General of the Stone Town Conservation and Development Authority (STCDA) gave the example of the Malindi Fish Market project. He explained that the STCDA went to UNESCO three times for approval of the building plans by the Advisory Bodies of the World Heritage Committee, and finally received their approval.

The eleventh speaker was an architect from Stone Town. He called on the Forum participants to make a special effort to save Stone Town. As an individual living and working here, he said he has concerns about the materials and the technology being used in architecture. He noted the need for architecture

training and technical expertise at schools – especially the need to teach people from all walks of life at the ground level. He noted that wood is no longer available and this fact needs to be included in the training. He offered to teach capacity building and management courses but stressed the need for funding for such courses.

The twelfth speaker was a resident of Stone Town. He looked to this Forum as a means for community stakeholders to make decisions on their own without letting others decide for them.

The thirteenth speaker was also a resident. He emphasized that it is the duty of the community members to “save our city.”

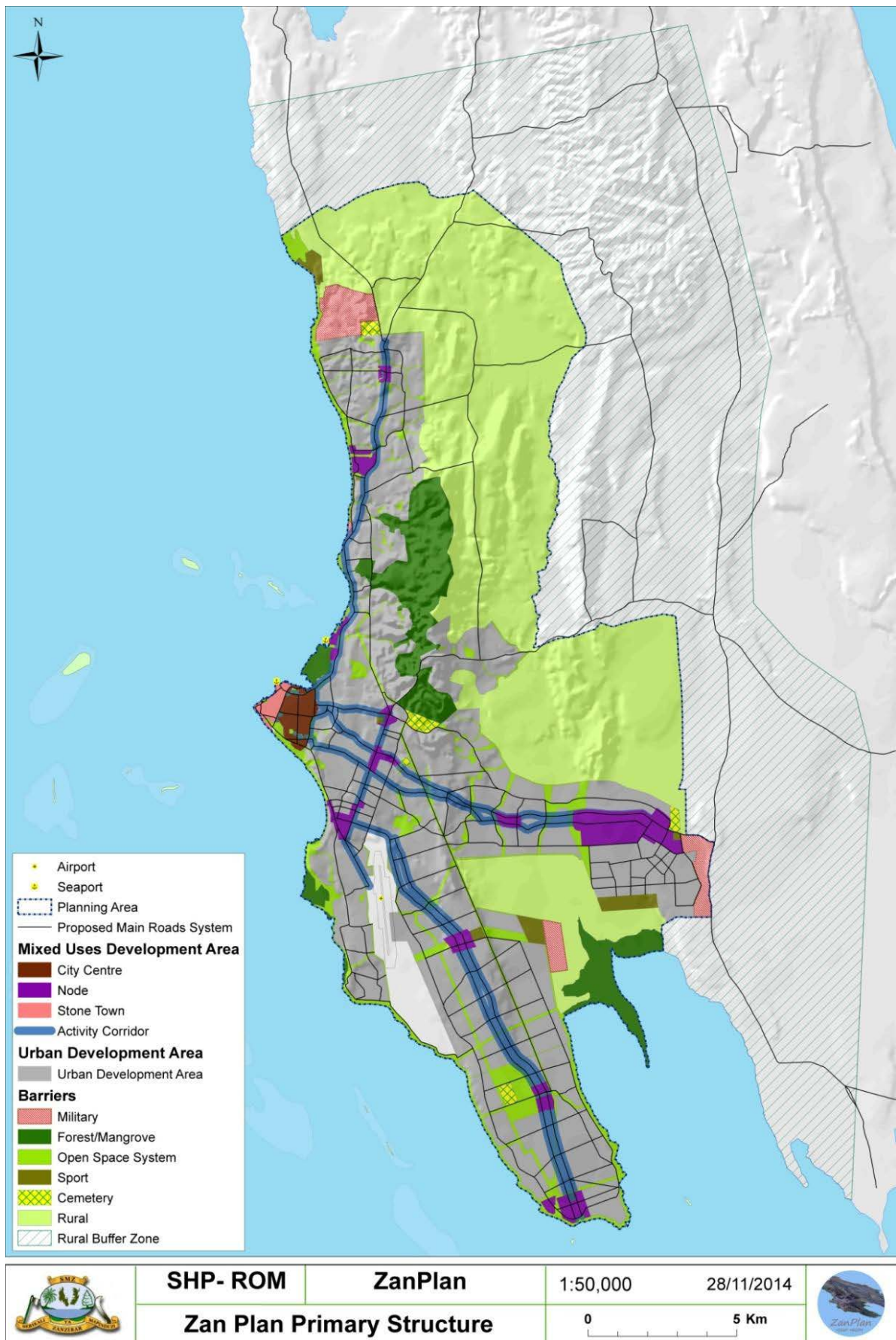
The fourteenth speaker asked the ICOMOS expert to share her experience with a community forum and asked what was the link between her site’s community forum and the government of France? The ICOMOS expert (who is the site manager for the Loire Valley in France) explained that the Loire Valley is a much larger site than Zanzibar. They have numerous stakeholders. The local authorities wanted to share power with the government; so as a site manager, she is under the regional authority that is working with the government authority. She stated that they had enlarged their forum to include NGOs and local communities, and designated people in charge of awareness raising about the World Heritage site and about UNESCO. She pointed out that this is also a difficult task in France, and at first the Loire community did not want to have any obligations, but eventually there was complicity with the stakeholders who began to realize value of World Heritage. She noted that the second step is a management plan, which addresses preservation and urban management. She highlighted the importance of finding a balance between conservation and development—people must continue to live and preserve heritage. She also stressed the importance of having a discussion about the management plan with local communities in order to share its objectives and vision. She said that in the Loire Valley, they have meetings to present the management plan to the communities and local authorities, and noted that their management plan includes preservation, development and tourism plans as well as education and awareness raising.

The ICCROM representative suggested that the Stone Town Community Stakeholders Forum prepare a video and brochure with an introduction about the Convention and the OUV of the site in the local language.

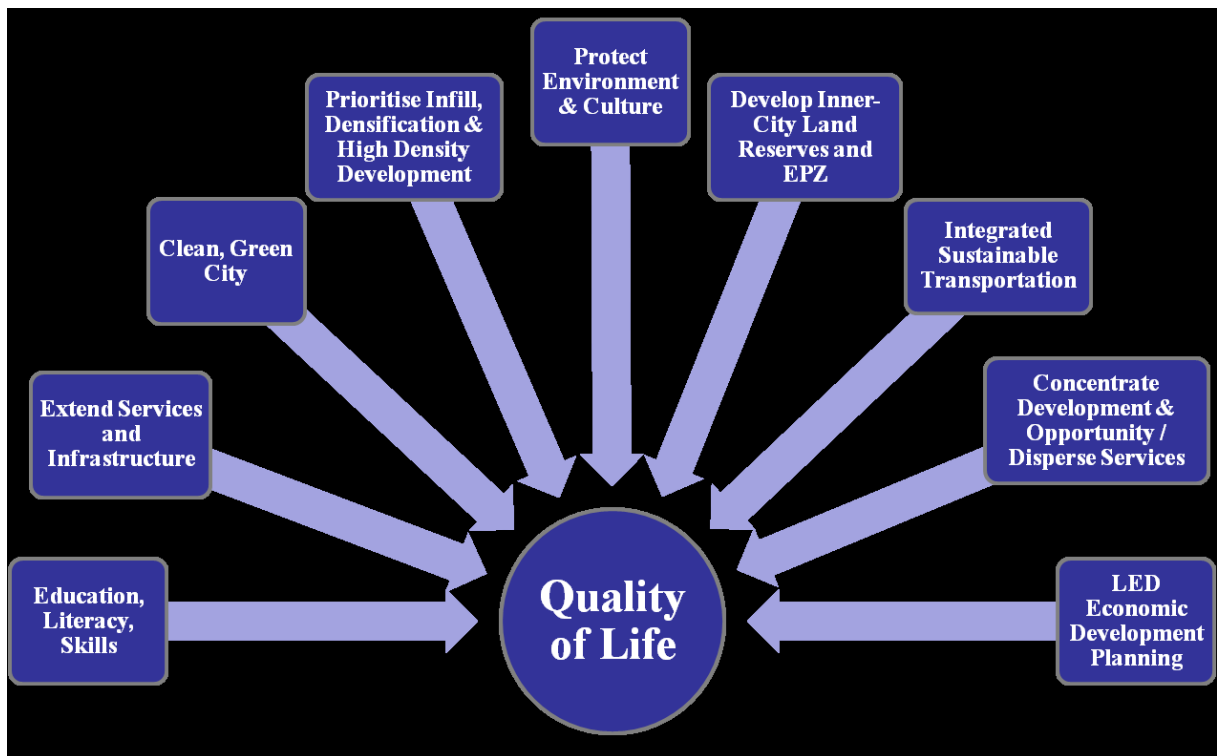
The fifteenth (last) speaker stressed the need for an office space to be designated by the STCDA to assist the Stakeholders Forum with their functioning.

World Heritage property









New master plan, p 198



New master plan: a vision for Zanzibar

ANNEX IX: Photographs of the Mission

MAMBO MSIIGE	
	
<p>Mambo Msiige (the tall building in the distance) showing the inappropriate size in comparison to its surroundings. The new part of the hotel blocks the historic building behind it.</p>	<p>View of the new part of the hotel from the beach showing how much taller the new construction is than Mambo Msiige (the building to the right side of the picture)</p>
	
<p>Public space at Mambo Msiige which has been fenced off as a private garden by the hotel</p>	<p>The gate to the garden from the street which has now been blocked with plants</p>



The seawall and gate have cut off public space and access









The seawall and gate have cut off public space and access















The (now) narrow access to the seafront for the public on the side of Mambo Msiige













The beach access from the narrow walkway has missing paving

	
<p>Garage doors on the street façade which are not in harmony with the streetscape of Zanzibar</p>	<p>Service entrance next to the garage. Not in harmony with the streetscape of Zanzibar</p>
	
<p>Images of Swahili doors painted onto the side of the building</p>	<p>The concrete stairs from the hotel to the beach</p>
	
<p>Concrete Balconies of the new part of the hotel covered in with faux wood strips</p>	<p>A traditional wooden balcony in Zanzibar</p>

	
<p>Pool encroaching on public beach space</p>	<p>The pool with the Plexiglas screen which makes it visible from the public beach</p>
	
<p>View of the pool from the beach with swimmer visible</p>	<p>View from the pool showing the visibility of the pool to/from the public beach</p>
<p>TRAFFIC PLAN</p>	
	
<p>New signs limiting traffic</p>	<p>Police stopping motorists to enforce the new traffic regulations</p>

	
New No-Parking Signs	Traffic enforcement
BEIT AL AJAIB (House of Wonders)	
	
Side portico of the house of Wonders	Bell Tower
	
Partially collapsed balcony	Partially collapsed balcony from inside

	
<p>Interior ceiling structure</p>	<p>Roof repairs from above</p>
<p>MALINDI PORT</p>	
	
<p>Arial view of the port</p>	<p>The road in front of the port</p>

WORLD BANK SEAWALL PROJECT	
	
The seawall project and the port from above	Ongoing work at the seawall
TIPPU TIP HOUSE	
	
The doorway with scaffolding outside	Collapsed balcony
TRAINING OF CRAFTSMEN	
	
ACRA Training of carpenters to repair doors	ACRA Training of carpenters to repair doors