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# **World Heritage Patrimoine mondial**

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**UNITED NATIONS EDUCATIONAL,  
SCIENTIFIC AND CULTURAL ORGANIZATION**

**ORGANISATION DES NATIONS UNIES  
POUR L'EDUCATION, LA SCIENCE ET LA CULTURE**

**CONVENTION CONCERNING THE PROTECTION OF THE WORLD  
CULTURAL AND NATURAL HERITAGE**

**CONVENTION CONCERNANT LA PROTECTION DU PATRIMOINE  
MONDIAL, CULTUREL ET NATUREL**

**WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL**

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

**Point 7 de l'Ordre du jour provisoire: Etat de conservation de biens inscrits sur la Liste du patrimoine mondial et/ou sur la Liste du patrimoine mondial en péril**

**REACTIVE MONITORING MISSION REPORT / RAPPORT DE MISSION DE SUIVI REACTIF**

**Island of Mozambique (Mozambique) (C 599)  
Ile de Mozambique (Mozambique) (C 599)**

**7 – 12 March 2018 / 7 – 12 mars 2018**

**REPORT ON THE JOINT WORLD HERITAGE CENTRE / ICOMOS / ICCROM**

**REACTIVE MONITORING MISSION TO**

**ISLAND OF MOZAMBIQUE (MOZAMBIQUE) (C 599)**

**7 – 12 March 2018**



**REPORT ON THE REACTIVE MONITORING MISSION TO ISLAND OF MOZAMBIQUE  
(MOZAMBIQUE) (C 599)  
7 - 12 March 2018**

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## ACRONYMS

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|       |   |
|-------|---|
| AB    | Advisory Body   |
| CMP   | Conservation Management Plan  |
| DNPC  | Direcção Nacional do Património Cultural (National Directorate of Cultural Heritage)                    |
| DGPC  | Direcção Geral do Património Cultural, em Portugal (General Direction of Cultural Heritage in Portugal) |
| GACIM | Gabinete de Conservação da Ilha de Moçambique (Conservation Office of the Island of Mozambique)         |
| HIA   | Heritage Impact Assessment  |
| HUL   | Historic Urban Landscape  |
| INGC  | Instituto Nacional de Gestão de Calamidades (National Institute for Disaster Management)                |
| IPAD  | Instituto Português de Apoio ao Desenvolvimento (Portuguese Institute for Aid and Development)          |
| NUA   | New Urban Agenda  |
| OUV   | Outstanding Universal Value   |
| RSOUV | Retrospective Statement of Outstanding Universal Value  |
| SOC   | State of Conservation   |
| TOR   | Terms of Reference  |
| UCCLA | União das Cidades Capitais Luso-Afro-Américo-Asiáticas (Union of Portuguese-Speaking Capital Cities)    |

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The members of this mission wish to express their gratitude to both the national and local authorities which have assisted UNESCO in the successful organisation of this mission, as well as the stakeholders and the communities met during the mission.

The mission team fully appreciated being personally received by Mr Celestino Girimula from the Gabinete de Conservação da Ilha de Moçambique (Conservation Office of the Island of Mozambique – GACIM) and the whole GACIM team as well as the Museum team, in the Island of Mozambique. We express our deepest thanks to Mr. Célio Tiane, Director of the National Directorate of Cultural Heritage (DNCP), and Mr. Celestino Siane, focal point at DNPC, in Maputo, for their precious help in organizing this mission and thorough follow-up. We also thank all personalities met for their cooperation and contribution in helping the mission achieves its objectives.

The mission team also appreciates all the kind efforts offered by Mr. Djaffar Moussa-Elkadhum, Head of the UNESCO Office in Maputo, as well as Ms. Elia dos Anjos Vaz Bila, from the National Commission for UNESCO. The Mission team regrets not to have had the opportunity to meet with the Ministry of Culture and Tourism Office, in Maputo.

Finally, a special recognition is dedicated to the Mozambique Island population, local authorities, and stakeholders for their warm welcome, commitment and open dialogue during the stakeholders meeting and site visit.

The mission team recognizes and values the efforts invested for the safeguarding of the Island of Mozambique.

## EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

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In response to the request of the World Heritage Committee at its 40th session (Istanbul, UNESCO, 2016), the Republic of Mozambique invited a joint UNESCO/ICOMOS/ICCROM reactive monitoring mission to the Island Of Mozambique (Mozambique) (C 599) World Heritage property to assess the state of conservation of the overall building stock of the property and the implementation of other measures underlined in the Decision 40 COM 7B.15.

The mission took place from 7 to 12 March 2018. Four days were spent on the Island of Mozambique and two days in Maputo. The mission team met with the main stakeholders, institutions and official bodies in order to be able to assess the state of conservation of the property and give its recommendations.

To summarize, the key-issues affecting the property are:

- Management Plan not yet finalized
- Growing number of collapsed or seriously dilapidated buildings
- Threats to authenticity through inappropriate repairs
- Lack of development control in the buffer zone
- Lack of adequate sewage and water systems
- Lack of adequate financial and human resources

The mission team noted that many efforts have been made since the last Reactive Monitoring Mission (2010) by the local and national authorities to remedy these factors. Nevertheless, much remains to be done. The Management Plan is still not finalized, the physical decay of some of the buildings is still noticeable, some project developments may affect the authenticity of the property, the new proposed buffer zone for the property is not validated yet, the sanitation problems seem to be better coped with but are still not sufficiently adequate. Finally, lack of staff of the agency managing the property (GACIM) is a permanent issue.

Details on each one of these issues are given in this report. The main recommendations from the mission team are presented below:

### **Recommendation 1 - ACCURATE DEFINITION OF BOUNDARIES**

The State Party should provide the World Heritage Centre with maps indicating clearly defined boundaries of the property through labels as P1, P2, P3, etc., and the proposed buffer zone boundaries, such as B1, B2, B3, B4, etc. As soon as the delimitation is approved, local authorities should initiate a campaign to place markers / sign posts along the demarcated boundary of the buffer zone.

### **Recommendation 2 – BUFFER ZONE**

As for the demarcation of the new buffer zone, the following should be considered:

The mechanism to protect the cultural features, in particular monuments, in the buffer zone areas should be enhanced. For the moment, an urgent action should be taken to protect the Governor Palace at Cabaceira from collapsing. Moreover, a new project has to be developed on how to rescue the “Ramp of Slavery” from the current state of conservation (in 2016, it was all plastered with cement), which impacted its authenticity and integrity. GACIM should work with the administrators of the districts, namely Mossuril and Island of Mozambique on this concern.

### **Recommendation 3 - LEGAL BASIS FOR THE MANAGEMENT OF THE PROPERTY AND ITS BUFFER ZONE**

The management plan and the buffer zone should be covered by their own legal Ministerial Resolutions. These are two statutory issues. The buffer zone protected area should be published as soon as possible. The Conservation and Management Plan should have the dates removed (the proposed dates are: 2018-2022) or should have a timeframe of 10 years. It should be also published, as soon as possible. The State Party should submit to the World Heritage Centre: the updated Management Plan; the newly approved legal framework; and the published buffer zone protective area (including regulations for the buffer zone).

### **Recommendation 4 – MANAGEMENT PLAN**

The pace for the conclusion of the Management Plan should be increased to complete this important document. The mission team is aware of a current progress in the MP and takes notes with satisfaction that the process capitalises on the internal dynamism to tap and embrace a broader perspective of culture diversity and creative industry within Mozambique Island. It has been noted also that the vision of the Conservation Management Plan (CMP) is inclusive and integrates different approaches from HUL (UNESCO) and New Urban Agenda (Habitat III). However, the Conservation Plan and the Management Plan needs to be concluded and published, as soon as possible, and not postponed any further. A mobility strategy should be included in the CMP.

### **Recommendation 5 – PROCESSING AND APPROVAL OF CONSTRUCTION PERMITS**

The Technical Committee constituted by the Municipality and GACIM, regarding the issuing of building-permits, should be reinforced. GACIM’s resolution on this matter should be the final decision. Presently, the Municipality issues the construction permit, and may veto GACIM decision, but this should not happen. The Municipality should not have an overruling power on the decisions of GACIM. In case of divergence, a technical ruling should be required. If the case is not settled, the Director of DGPC should intervene. But, on all matters related to conservation, GACIM should have the last word.

### **Recommendation 6 – CONSERVATION STRATEGY INTEGRATING CONSERVATION PLANS AND MAINTENANCE ACTIVITIES**

It is very important to approach and consider the island as a whole, and not as two towns. It is essential that a Strategy of Conservation and Maintenance is applied throughout the island, as after intervention, buildings are not maintained. It is advisable that the State Party develops a Conservation Strategy for short, medium and long term, defining priorities for conservation and maintenance of the property. If not, as a result, some years later, the entire intervention process for each building has to be restarted. Conservation Plans should also be developed to clearly respond to priorities and guidelines for conservation of the different components of



the property. Conservation Plans should also include specific conservation guidelines for each and all the components of the property. This will help guide stakeholders and inhabitants to address the most adequate conservation requirements, avoid possible wrongdoings and/or incorrect interpretations. Also, conservation intervention is different from maintenance. A permanent fund is required just to address maintenance activities (for instance, to annually have financial means to lime-wash the buildings). In particular, the Conservation Plan should address clearly the issue of reconstruction. Also, the mission team recommends that the Conservation Plan be published separately from the Management Plan.

#### **Recommendation 7 – DISASTER RISK MANAGEMENT**

The mission team recommends that the following points be considered in the discussion of the disaster preparedness plan: the procedure for risk preparedness for cultural heritage should be integrated within the National Risk Management Plan. This will give a platform and an attention for issues related to cultural heritage at the National Institute for Disaster Management (INGC). The risk preparedness plan should also consider the challenges of rapid transformation as a source of vulnerability. This will allow the authorities to be more vigilant and better prepared for development pressure.

#### **Recommendation 8 - CAPACITY BUILDING**

There is a need for more expertise and capacity building of GACIM, Museum and Municipality staff. In particular, the GACIM needs to be further trained at an international level regarding World Heritage. The employment of qualified professionals within the staff of GACIM should be increased. This will give the body the required confidence regarding technical decision related to construction permits, increase knowledge regarding best practices in conservation intervention and result in a better management of the property. The priority is to have architects working full-time in the property, and, if possible, also a civil engineer with heritage knowledge and a trained archaeologist to address general archaeology and underwater archaeology. It may be useful for the State Party to develop a national Capacity Building Strategy to ensure that those responsible for the management and conservation of the property (at all levels) have the necessary skills and capacities. The Advisory Bodies would be available to work with the State Party towards the development of such a strategy.

#### **Recommendation 9 – SANITATION AND WATER COLLECTION**

There is a need for an efficient and strategic intervention in the macuti town to solve challenges related to water collection points, sanitation, and public space. The mission team encourages the local authorities to continue with their efforts to collect and properly dispose the waste management to further improve the situation in the macuti town area and in the Island of Mozambique. The mission team encourages local authorities to further develop efforts to continue improving the sanitary conditions within public spaces, especially beaches.

#### **Recommendation 10 - SÃO SEBASTIÃO FORTRESS LACK OF FOLLOW-UP**

The mission team is concerned with the lack of follow-up regarding São Sebastião Fortress. Eight years ago there was a large financial intervention at the fortress. Follow-up on this is not seen nowadays. This should be a key-priority to be addressed. Yet, the Fortress has an immense potential to be a special venue for cultural and social activities in the Mozambique Island.

### **Recommendation 11 – SMALL FORTRESS OF SÃO LOURENÇO PROTECTION**

The proposed project development requested for the Fortress of São Lourenço may affect the authenticity and integrity of the property. Therefore, under Paragraph 172 of the *Operational Guidelines*, the new project for the *Fortim de São Lourenço* should be submitted to UNESCO-WHC and its advisory bodies for review. A Heritage Impact Assessment for the small fortress is also needed.

### **Recommendation 12 – ISLAND MUSEUM INTERVENTION**

The Museum of the Island (Museu da Marinha) is currently with serious problems of wall infiltration. Before the situation gets worse, conservation intervention should be addressed on its walls. Annual maintenance activities should be also considered to fully protect the museum's estate.

### **Recommendation 13 – INTERVENTION AT MOZAMBIQUE ISLAND HOSPITAL**

The Hospital of Mozambique Island is in worse conditions than it was, when the intervention works started in 2014. Presently, just one building is in-use from the 17 original buildings that compose the entire architectural ensemble. Two of the buildings even had the roof and the plaster full removed. The mission team recommends, in order to avoid accelerated decay of the uncovered buildings, to urgently address measures to protect the roof building and its walls, before it is too late. It is also strongly recommended that the only hospital building in-use, due to its crucial importance for the well-being of the island inhabitants, be addressed a full conservation intervention that assures its conditions for use.

### **Recommendation 14 - PUBLIC AND GREEN SPACES**

A comprehensive solution is needed to improve the quality of life of the inhabitants of the macuti neighbourhood. The idea to close, pave and plant trees along the whole alley of the open drainage channels crossing the macuti town could have an efficient and transformative positive impact in the area. International communities should assist the State Party in such endeavour.

### **Recommendation 15 – BALANCED INVESTMENT AND DEVELOPMENT**

Due to the fast increase of national and international investors operating and trying to improve their operations in the island, it is important to mention the need for more balance investment between private and state sectors, but also for a stronger social and tangible investment from the private sector in the macuti town. This will contribute to avoid further future social divisions between the stone and lime town, where most of the investors are buying house properties, and macuti town where inhabitants leave in very poor and inadequate living conditions. The mission team strongly encourages the local authorities to develop a strategy of adaptive re-use within the property to promote a balanced growth of population and inclusive development within the island.

### **Recommendation 16 - INTERVENTION APPROACH AND TERMINOLOGY**

There is a need to redefine the intervention approach regarding each building category, which was established by the decree 54/2016, 28 of November, chapter V. Presently, in classes C and D, just the façade and the building height are preserved. New spatial typology and new materials are being used. No specific traditional building culture is being followed. According to decree 54/2016, in classes C and D, the use of traditional materials is just required in the

façade. Also, there is a need to be clear about the terminology that is related with heritage intervention. During the mission, when addressing which degree of intervention should be considered, it was noticed the existence of some confusion concerning terminology and concepts by GACIM team, but also by architects working on the island. Not all the degrees of intervention are “rehabilitation”. Better-defined concepts and procedures should be introduced in the text of the Decree nº54/2016. This will clarify better the procedures to address on the Conservation Plan, and will avoid misunderstandings on how to intervene, when to address reconstruction, and when to avoid invasive intervention.

**Recommendation 17 – DEVELOP FORMAL PROCEDURES FOR DOCUMENTATION AND PROTECTION OF UNDERWATER ARCHAEOLOGICAL HERITAGE**

There is a need to develop a more systematic approach with clear procedures for identification, data collection and protection of the underwater archaeological remains. It is therefore recommended to address a more consistent method regarding documentation and protection of the Mozambican underwater archaeological heritage.

## **1 BACKGROUND TO THE MISSION**

### **1.1 Introduction**

In response to the request of the World Heritage Committee at its 40th session (Istanbul, UNESCO, 2016), the Republic of Mozambique (hereafter called the State Party) invited a joint UNESCO/ICOMOS/ICCROM Reactive Monitoring mission to the Island of Mozambique World Heritage property to assess the State of conservation of the overall building stock of the property and the implementation of other measures underlined in Decision 40 COM 7B.15. The State Party officially invited the joint mission by letter dated 8 December 2017.

When visiting the property, the mission team was always accompanied by the Director of the Conservation Office of the Island of Mozambique (GACIM). In Maputo, the same happened with the focal point of the Department of Monuments at the National Directorate of Cultural Heritage (DNCP), Ministry of Culture, who participated in all the Mission's visits at the capital city.

### **1.2 Inscription history**

The Island of Mozambique was inscribed on the World Heritage List in 1991 at the 15th session of the World Heritage Committee (Carthage, Tunisia) under criteria (iv) and (vi).

Location: S15 2 3.012; E40 44 8.988

Property WHC Reference: 599

Map of the property: During the procedure of inscription, the State Party submitted maps of the Island of Mozambique, surrounding mainland with indication of the buffer zone (see Annex 6).

### **1.3 Description**

The Island of Mozambique is a calcareous coral reef situated 4 km from the mainland coast in the entrance to the Mossuril Bay of the Indian Ocean in Nampula Province of the Republic of Mozambique. It is approximately 3 km long and between 200 and 500 m wide, covering an area of approximately one square km.

A bridge built in the 1960s joins the island to the mainland. The island forms an archipelago with two small-uninhabited islands, the Islands of Goa and Sena to the east.

The buffer zone is 3 km wide on a coastal stretch from Sancul to the airport south of Lumbo. A 3 km wide coastal stretch from Mossuril Creek to Cabaceira Pequena.

The fortified city of Mozambique is located on this island, which was a former Portuguese trading post on the route to India. Its astonishing architectural unity is due to the consistent use, since the 16th century, of the same building techniques, the same building materials (stone and macuti) and decorative principles.

### **1.4 Criteria and Outstanding Universal Value**

The Retrospective Statement of Outstanding Universal Value (RSOUV) for the property was adopted by the World Heritage Committee by Decision 39 COM 8.E (Bonn, 2015).

A summary is provided in this section. The entire RSOUV can be found in Annex 1 or under: <http://whc.unesco.org/en/list/599/>.

The Island of Mozambique has two distinctive neighbourhoods with different typology of dwellings and urban morphology. The stone and lime neighbourhood (commonly known as the Stone Town) of Swahili, Arab and European influences in the north half, and the stone and lime with thatch roof (commonly known as the *macuti* town) city of palm leaf roofs, with more traditional earthen African architecture in the south. The stone and lime town, with its administrative and commercial properties, was the first seat of the Portuguese colonial government that lasted from 1507 to 1898. Thereafter, the capital was transferred to Lourenço Marques, now Maputo. The urban fabric and fortifications of Mozambique Island are exceptional examples of architecture and building techniques resulting from cultural diversity, and the interaction of people of Bantu, Swahili, Arab, Persian, Indian and European origin.

The incredible architectural unity of the island derives from the uninterrupted use of the same building techniques with the same materials and the same decorative principles. The island's patrimony also includes its oldest extant fortress (St. Sebastian, 1558-1620), other defensive buildings and numerous religious buildings (including many from the 16th century). The Island of Mozambique was inscribed under the following criteria:

**Criterion (iv):** *The town and the fortifications on the Island of Mozambique are an outstanding example of an architecture in which local traditions, Portuguese influences and, to a somewhat lesser extent, Indian and Arab influences are all interwoven.*

**Criterion (vi):** *The Island of Mozambique bears important witness to the establishment and development of the Portuguese maritime routes between Western Europe and the Indian sub-continent and thence all of Asia.*

### **1.5 Examination of the State of Conservation by the World Heritage Committee**

The present Reactive Monitoring Mission is in response to the World Heritage Committee Decision 40 COM 7B.15 (Istanbul, UNESCO, 2016) requesting the State Party of Mozambique "to invite a joint UNESCO/ICOMOS/ICCROM Reactive Monitoring mission to the property to assess the state of conservation of the overall building stock."

The last Reactive Monitoring Mission to the Island took place in 2010. Since then, the factors affecting the property identified in the State of conservation reports submitted by the State of Mozambique are:

- Management Plan not yet finalized
- Growing number of collapsed or seriously dilapidated buildings
- Threats to authenticity through inappropriate repairs
- Lack of development control
- Lack of adequate sewage and water systems
- Lack of adequate financial and human resources

The present report examines all these factors and assesses the state of conservation of the property.

### 1.6 Justification of the mission

As requested by the World Heritage Committee, the Ministry of Culture and Tourism of Mozambique invited a joint WHC/ICOMOS/ICCROM Reactive Monitoring Mission to the property. This mission took place from the 7<sup>th</sup> to the 12<sup>th</sup> of March 2018 on the Island of Mozambique and Maputo.

The main objectives of the mission were to:

1. Evaluate the progress made on the revision of the Conservation and Management Plan (with particular attention on disaster preparedness, population increase on the island, continued strengthening of the Conservation Office of Mozambique Island (GACIM), coordination between various institutional stakeholders, more interaction with partners for technical assistance and fundraising);
2. Assess the proposal for the revision of the buffer zone, in conformity with Paragraph 107 of the *Operational Guidelines*;
3. Assess the progress made by the State Party to update legislation for the protection and conservation of the property;
4. Assess the application of the recommendations made to the Hotel Desportivo project in accordance with Paragraph 172 of the *Operational Guidelines*;
5. Assess the interventions carried out on the rehabilitation of the Mozambique Island Hospital; the SOLNATUR project proposal for the São Lourenço Fortress; and other development projects in accordance with Paragraph 172 of the *Operational Guidelines*; and consider how Heritage Impact Assessment (HIA) could be addressed, in conformity with Paragraph 110 of the *Operational Guidelines*.
6. Evaluate the overall state of conservation of the property and the effectiveness of the protection and management regimes.
7. Provide recommendations for measures to address threats or vulnerabilities.

The terms of reference of the mission, the itineraries, the programme and the composition of the mission team are provided in Annexes 2, 3 and 4.

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

### 2.1 Protected area legislation

Regarding the protected legislation framework approved to safeguard the Island of Mozambique World Heritage property, at present the decrees that were published are:

- 1) In **2006**, the Council of Ministers approved:
  - a) The Decree **Nº 27/2006 of 13 July 2006** that publishes the Specific Status of the Island of Mozambique World Heritage property;

- b) The Decree **Nº 28/2006 of 13 July 2006** that supports the creation of the Conservation Office of the Island of Mozambique (*GACIM - Gabinete de Conservação da Ilha de Moçambique*) to assure the conservation, preservation, restoration of the cultural heritage of Island of Mozambique, as well as its dissemination at international and national level, and the establishment of the rules that define GACIM organization and ruling.

2) In **2016**, the Council of Ministers approved:

- a) The Decree **Nº 54/2016 of 28 November 2016** that supports the regulation on the classification and management of the built and landscape heritage of the island of Mozambique; the glossary; the coastal protection area map of the island; the map of the open beaches and visual aids; the map of the road infrastructure; the catalogue of classified buildings from the stone and lime town at the Island of Mozambique (see Annex 6).

When analysing the published decrees, the following issues arise from the 2016 decree:

- 1) The regulations regarding built heritage just address the stone and lime town. Heritage regulations regarding macuti town are still missing and need to be published.
- 2) Article 8 addresses maintenance in 6 lines, which is clearly not enough.
- 3) In article 10, point 5, it mentions that new materials can be used in new constructions always considering “the spirit of the place”. However, during the visit to different sites in the island, the mission team observed that new materials as concrete and cement blocks were freely applied in the interior construction of buildings that belong to category C and D. As GACIM does not have enough technical professionals to do inspection of all the buildings, it was noticed that several buildings were constructed in concrete, and the original façade was respected (fig. 12, Annex 8). Sometimes, it was observed that even the façade is being reconstructed, as a copy of the original one, in stone and lime (fig. 22, Annex 8).
- 4) Article 14 refers in point 5 that there is no specific colour to be followed, and point 6 mentions that just the tone should be respected. As it can be observed in the island seafront (fig. 195, fig. 198, Annex 8), a number of buildings in very bright colours are present throughout the island. There has not been control on this concern from GACIM, and the tones of the new buildings are starting to be more vibrant than before, changing the historical tones of the entire island (fig. 195 and fig. 198, Annex 8).
- 5) Article 34 addresses buildings from Category C. The existence of ambiguous terminology in point b), allows the use of modern materials and techniques, as well as the possibility of reconstituting the spatial fabric on the interior of the buildings.
- 6) Article 35 addresses buildings from Category C. Point a) allows explicitly the possibility of reconstructing the original façade, the structure, and the volume. This situation concerns 63% of the buildings of the stone and lime town.
- 7) Article 42 refers to the subject of halting unpermitted construction. The article endorses the Municipality to stop the construction at the request of GACIM. The mission team recommends that GACIM should have the last word concerning

prohibiting construction work, when there are irregular procedures being followed. It was observed by the mission team that some projects manage to be built without the consent of GACIM, and nothing could be done to change the situation.

- 8) Glossary, the fact that some of the terminology explanation is ambiguous (e.g. rehabilitation) leads to flexible use of the terms. For instance, it was noticed that the term “rehabilitation” would be used by architects, state staff, builders and the population in general, for all the different degrees of intervention, from reconstruction to restoration and conservation. As a result, the degree of intervention and the traditional building system were no longer considered on the evaluation of the project by GACIM and the architects, just the procedure of using traditional materials and following the right proportions would be inspected. If an original wall is destroyed and rebuilt following the traditional systems and materials, the procedure of reconstruction is in general, accepted. As a consequence, the use of incorrect terminology entails the use of incorrect conservation procedures.

## **2.2 Institutional framework**

The governmental body responsible for the protection of cultural heritage in Mozambique is the Ministry of Culture, and more specifically, the National Directorate of Cultural Heritage (*DNPC - Direção Nacional do Património Cultural*). The Island of Mozambique World Heritage property is therefore under the jurisdiction and supervision of this Directorate, in Maputo. To protect the World Heritage property, DNPC collaborates with other institutions, such as UNESCO-Maputo office, the National Commission for UNESCO, other Mozambican Ministries, universities, and institutions.

The Island of Mozambique is the only Mozambican site entered onto the List of World Heritage to date. The Island of Mozambique holds a specific status published by the Decree nº27/2006, of 13 July 2006. The decree applies to all the cultural heritage of the island, including the built heritage, the underwater archaeological heritage and the intangible cultural heritage.

The Decree nº27/2006 also provides a legal framework for projects to be developed on the island, integrated on the “Sustainable Human Development and Integrated Conservation Program of the Island of Mozambique” (*Programa de Desenvolvimento Humano Sustentável e Conservação Integrada da Ilha de Moçambique*). This program, as well as the conservation, preservation and restoration of the entire cultural heritage at the World Heritage property is coordinated by GACIM, the Conservation Office of the Island of Mozambique (*GACIM - Gabinete de Conservação da Ilha de Moçambique*).

### **2.2.1 Coordination between various institutional stakeholders**

The Decree nº27/2006 of 13 July 2006 establishes the specific rules for a balanced coordination among the different stakeholders involved in the rehabilitation and development of the Island of Mozambique.



In Maputo, the National Directorate of Cultural Heritage (DNPC) has developed, at different moments, several collaborative efforts with the UNESCO-Maputo office, the National Commission for UNESCO, the University of Eduardo Mondlane, the University of Lúrio, among other institutions, to respond to different international funding bids, and address different needs for the preservation of the Island of Mozambique, following the World Heritage Convention and the implementation of the *Operational Guidelines*.

On the Island of Mozambique, GACIM has developed several collaborative efforts with different stakeholders, such as the *Museu da Marinha* (Navy Museum) in the Island when addressing staff training; the University of Lúrio when encompassing the future use of the Fortress of São Sebastião; the University of Eduardo Mondlane when addressing underwater archaeology; the Municipality of the island when granting building permits, etc.

It is relevant to mention that all the efforts that have been developed are undertaken under the Decree nº27/2006 of 13 July 2006, which calls for the establishment of articulated and coordinated rules among governmental agencies, in the implementation of the “Sustainable Human Development and Integrated Conservation Program of the Island of Mozambique”; it also grants legal protection for projects developed under the aforementioned program; it creates adequate mechanisms for the implementation of those projects; and it assures a greater legal protection and facilities for national and foreign investors, including the private sector, to operate on the island.

During the mission, it was noted that DNPC in Maputo, and GACIM in the Island of Mozambique have over the last years developed an effort of collective collaboration among the different stakeholders. This was also possible, thanks to the willingness of the different stakeholders, to collaborate with DNPC and GACIM, and therefore contribute, for the protection and significance of the Island of Mozambique.

However, due to the fast increasing number of national and international investors operating and trying to increase their operations in the island, it is important to mention the need for a better balance between private and state investment, but also for social and tangible investment from the private sector in the macuti town. This will contribute to avoid further future social divisions between the stone and lime town where most of the investors are buying properties, and macuti town where inhabitants live in poor and inadequate conditions.

### **2.3 Management structure**

GACIM, the Conservation Office of the Island of Mozambique is a public technical institution, under the supervision of the National Directorate of Cultural Heritage. The Decree nº28/2006 of 13 July 2006 is the legal instrument that grants GACIM the local coordination regarding the protection of the World Heritage property, assures GACIM as an independent legal entity, with administrative autonomy and establishes the structure of its organic status. The decree also publishes the competences of the Director and of each Department.

GACIM has a management structure (see Annex 5) coordinated by a Director, assisted by a Secretary, and organised in three Departments: (1) The Architectural, Historical and Archaeological Protection Department; (2) The Environmental and Cultural Tourism Protection Department; and (3) The Administration and Finance Division Department; according to Art.5 of Decree nº28/2006.

(1) The Department of Architectural, Historical and Archaeological Protection is established by: the Division for Architectural Protection, and the Division for Historical and Archaeological Protection;

(2) The Department of Environmental and Cultural Tourism Protection is structured by: The Division for the Environmental Protection, and the Division for Cultural Tourism Protection;

(3) The Department of Administration and Finance Division has its direct supervision a secretary-general.

GACIM is supposed to have a staff of 37 to fully respond to the roles and responsibilities acknowledged by Decree nº28/2006 of 13 July 2006 in support of the ratification of the World Heritage Convention, and the implementation of the *Operational Guidelines* on the World Heritage property of the Island of Mozambique.

Presently, there is a total of 12 people that work full-time at GACIM, which is a third of the required staff, and is clearly not sufficient. The financial crisis faced by Mozambique during the last years resulted on the decrease of the number of people working for GACIM, and on the lack of staff with full technical skills to respond to greater and increased responsibilities. GACIM, as a technical agency, does not have any architect, engineer or archaeologist who can fully respond to all the challenges that the island's cultural heritage is facing.

The Decree nº28/2006 also mandates that a collective approach be undertaken under the coordination of GACIM through the establishment of a Collective Direction and a Technical Commission. The Collective Direction is supposed to be constituted by GACIM's Director, the chiefs of Department and the chiefs of Division. As there is not sufficient staff, there has not been a full nomination of chiefs of Department and Division. Therefore, in this regards, a collective management approach has not been undertaken and the whole coordination management has been placed on the shoulders of GACIM Director.

With regards the Collective Technical Commission, according to Art.15 of Decree nº28/2006, the body is constituted by the Director of GACIM, its chief of Departments (represented by a member of GACIM staff), the Director of the Museum, a representative of the State, a representative of the Municipality, a representative of the Civil Society and a UNESCO representative in the Island. If needed, the Director of GACIM can invite other personalities to attend the meetings.

Presently, the Collective Technical Commission is working and has regular meetings. However, during the mission visit, it was noticed that the Technical Commission does

not always integrate in its meetings a civil society representative from macuti town. This has a relevant impact in society, as macuti inhabitants frequently feel that their view and interest is not considered on the decision-making process.

### **2.3.1 Continued strengthening of GACIM**

GACIM needs to continue strengthening its role and impact, which is possible by (1) improving staff skills; and (2) improving the local impact regarding decision-making.

(1)Concerning the staff: It is unquestionably that GACIM needs to reinforce the competences of the people who work for this technical agency, by:

- a) Strengthening the skills and the expertise of its technical staff: This is possible by improving their international training in conservation (which some of them have been doing by undertaking Master degrees in conservation and restoration abroad), and their training in World Heritage management (by applying to international courses organized by WHC, ICCROM or ICOMOS). GACIM should also be supported to have more exposure through collaboration and partnership with institutions dealing with similar task in other countries in the region, such as Stone Town of Zanzibar, Lamu in Kenya and Aapravasi Ghat in Mauritius World Heritage properties.
- b) Contracting 4 experts: It is urgently required to hire at least 2 architects specialized in the conservation of heritage; a structural engineer with heritage expertise; and an archaeologist with expertise in historical archaeology and underwater archaeology. Contracting at least 4 full-time experts will definitely contribute to the improvement of the cultural heritage conservation on the island, for the definition of an unified conservation strategy, and the enhancement of the staff skills and competences, as well as team results. In specific terms, an architect is needed full-time to address conservation procedures and conservation practice in the stone and lime town and in the island classified monuments. Another architect is also needed with expertise in traditional settlements and their conservation, to address specifically the challenges of macuti town. This is an urgent task. An engineer with expertise in heritage is needed to help evaluate the structural response of the architectural buildings in the entire island, but also to work on the preparation of a risk-preparedness plan for people and heritage at the World Heritage property.

(2)Regarding the local decision-making: It is fundamental that GACIM is not just responsible for a technical assessment on the deliverance of building-permits. At present, the Municipality of the Island of Mozambique is responsible for issuing the final permission to build. When GACIM does not allow for the construction to continue, it was observed by the mission team, that builder-owners and contractors manage to go around the law, by appealing directly to the Ministry or to the Municipality. This would not happen if GACIM had the final legal decision-making regarding building-permits in the Island of Mozambique.

Given the above needs, it may be useful for the State Party to develop a National Capacity Building Strategy to ensure that the necessary skills and competencies are

available within the national framework for the conservation and management of the World Heritage property.

### **2.3.2 Interaction with partners for technical assistance and fundraising**

On the last years, due to Mozambique's economic crisis, the interaction and collaboration between stakeholders increased, not only in Maputo, through the National Directorate of Cultural Heritage (DNPC), but also in the Island of Mozambique through GACIM.

In Maputo, several requests for technical assistance and fundraising have been submitted by the DNPC. This is the case, for instance, of the International Assistance request submitted to World Heritage fund; the request submitted to UNDP fund; etc. This was made possible thanks to a collaborative effort developed between DNPC and UNESCO-Maputo and the National Commission for UNESCO.

On the Island of Mozambique, there have been several interactions of GACIM with partners, such as the Portuguese Cooperation, constituted by UCCLA – Union of Portuguese-Speaking Capital Cities (*União das Cidades Capitais Luso-Afro-Américo-Asiáticas*), IPAD – Portuguese Institute for Aid and Development (*Instituto Português de Apoio ao Desenvolvimento*), the Camões Institute of Cooperation, and the General Direction of Cultural Heritage (DGPC) from the Portuguese Ministry of Culture. Recently, a Memorandum of Understanding was signed, between Camões Institute, DGPC and GACIM. As a result, GACIM will be granted some capacity building by receiving technical assistance resources. This will be possible by: (1) Contracting a part-time architect from Lúrio University to assist GACIM; (2) Assuring the development of technical missions of DGPC to the Island of Mozambique, through planned annual activities for the preservation of the island cultural, architectural, and archaeological heritage.

This kind of initiative is very positive as it addresses technical assistance and opens the possibility to develop other activities based on additional fundraising. However, it is important that funding is not wasted on paying a professional who only visits the island occasionally. Relevancy should be targeted on improving staff working skills and on helping GACIM contracting architects to be working full-time at the World Heritage property.

Furthermore, it is recommended that the National Directorate of Cultural Heritage in Maputo develop further partnerships that address relevant issues and activities that need to be undertaken. For instance, there are international foundations (e.g. Aga Khan development network) that could contribute to address macuti town sanitation challenges. There are also NGOs specialized on transferring the skills for the conservation of traditional settlements (e.g. CRAterre). Partnerships may also be developed with the Advisory Bodies (ICCROM and ICOMOS) and also with the African World Heritage Fund (AWHF), in order to provide additional support.

Also, through the sponsorship of international companies (e.g. by including the logo of the company), other activities as the Island of Mozambique website, and tourism marketing could be developed.

More fundraising and sponsorship could help address many other activities with high potential to respond to critical challenges faced by the island inhabitants and GACIM, but also help attract more sustainable tourism to the island.

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

The mission team acknowledged that in general, the conservation approach applied by GACIM and its institutional partners follows values recognised by international doctrinal charters. In general, most of the emphasis on the conservation approach to classified monuments (under category A) and buildings from the stone and lime town (category B, C, and D) has been on returning significance to the aesthetic and historic values, by trying to apply as much as possible traditional materials. These were values recognized by the Charter of Venice (1964).

However, the focus should be also on the significance of the cultural site, and not only on the tangible value of the property. Therefore, it was noticed by the mission team that little significance has been given to the social value and the spiritual value of the property, values very much endorsed by the Burra Charter (1979). Both values would bring more cohesion on the common conservation strategy that should be considered for the safeguard of the entire island, as a whole and not as two divided towns.

Furthermore, it would be relevant to enlist the intangible knowledge value for conservation intervention. The site was classified under *criteria (iv)*: “(...) as an outstanding example of an architecture in which local traditions (...) are all interwoven”. This means that it is not just about using the traditional materials (stone, lime, macuti, wood, earth, etc.), but also about applying local traditions, regarding building cultures – the way of addressing traditional building is important, the small differences on applying a macuti roof or walls of wattle-and-daub (*pau-a-pique*) that are more comfortable for local climate; the knowledge passed from generation to generation explaining the special way the stone masonry is built; how the traditional lime mortar is prepared; for maintenance, how long the lime-wash can stand until another needs to be applied; etc. This will assure that the intangible knowledge of the traditional masons in the stone and lime town and on the macuti town would still be recognised and applied during conservation intervention, meeting the values and criteria and contributing to make the property unique, confirming with its Outstanding Universal Value.

It is important to emphasise that the Island of Mozambique is a living city, and not simply a monument, or a group of buildings. As an island, the property is more vulnerable to climate change. For sustainable development and comprehensive management of the city, the local authorities have to look beyond intangible values; social and cultural values by dealing with large territory. In the Island of Mozambique, this entails a strong urban and rural linkage, but also a continuity of different zones, namely marine, coastal

and inland. In addition, working under the Historic Urban Landscape (HUL) approach, the local authority initiates a process, which will create a solid basis for the development of marine spatial planning in the future. The local authorities have been forefront in the application of the HUL approach (UNESCO Recommendation), and are also working to implement the New Urban Agenda (NUA), adopted by UN-HABITAT during (Habitat III) Quito 2016. Attention should also be given to the Sendai Framework for Disaster Risk Reduction, which integrates disaster risk management into the larger urban planning context (see below under Disaster Risk Management).

### **3 IDENTIFICATION AND ASSESSMENT OF ISSUES**

During the site visit, the mission team observed different issues, such as:

#### **3.1 Management**

Encouraging actions have been taken to enhance the management system of the property. The actual management of the property is also good, considering resources, and capacity available in the Island of Mozambique. The detailed management structure, described above, reveals that the State Party has already put in place a coherent system in implementation. With extra efforts in human resources, and capacity, the existing challenges could be well addressed. However, the following issues need to be carefully examined, and some of them urgently.

##### **3.1.1 Disaster Risk Management**

In response to the Terms of the Reference, the mission team was asked to look at the measures taken to address the issue of disaster preparedness. During the site visit, the mission team asked key-questions related to current measures on risk preparedness, and its management. Authorities informed about the Risk and Disaster Management Plan (*Plano de Gestão de Risco e Calamidade*) that had been developed by the two municipalities. However, due to the limited time of the mission visit, the plans were not obtained for analysis. So far, the available information indicates clearly that the cultural heritage has not been part of the existing Risk and Disaster Management. It is recommended that the State Party submit to the World Heritage Centre, the Risk and Disaster Management Plan for Mozambique Island and its buffer zone.

Geographically, Mozambique is vulnerable to natural disasters. According to UNDP<sup>1</sup>, the country has suffered from at least 30 significant incidences of natural disasters, including floods, cyclones, droughts and earthquakes, since 1970. Some of these disasters have negatively impacted the cultural heritage. For example, in 2008, the Jokwe cyclone damaged the São Sebastião Fortress at its low-level battery defensive wall and destroyed some houses in the macuti town area. Following an adequate response to this

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<sup>1</sup> UNDP, (2010), Community-Based Best Practices for Disaster Risk Reduction, Regional Initiative in Disaster Risk Reduction, Maputo, Mozambique

disaster, the World Heritage Committee commended the State Party for its effort to deal with this risk (33 COM 7B.46).

Considering its vulnerability, mostly related to weather-related hazards, the mission has observed that many international organisations have been engaged or are in preparation to deal with the issue of preparedness. During the discussion with the authorities of the district of Mossuril, the mission team was informed about the “Territorial and Environment Rural Development Plan” which includes issues related to disaster preparedness. It should be noted that should the “Territorial and Environment Rural Development Plan” have potential to affect the OUV of the property, it should be submitted to the World Heritage Centre, for review by the Advisory Bodies as per Paragraph 172 of the *Operational Guidelines*. At the Municipality of the Island of Mozambique, the mission team has also noticed that USAID is engaged in the reconstruction of the sea wall in front of the *Hotel Desportivo*, which is heavily damaged (figs. 138-141, Annex 8). For this intervention, the issue of climate change was also mentioned.

The mission team is also aware that UNESCO Office in Maputo is involved in some of these initiatives (One UN Fund), where the issue of risk preparedness is addressed. Thanks to this initiative, and the role of UNESCO Office in Maputo, the discussion of risk preparedness is now strongly linked to the current process of the revision of the Conservation and Management Plan of the Island of Mozambique (CMP). Although the CMP is not yet finalized, the mission team consulted the terms of reference and reports of the stakeholders meetings, which clearly confirmed the development of the CMP. Yet, two concerns need to be addressed in the final risk management plan.

The first concern is related to the need to integrate procedures of risk preparedness for cultural heritage, within overall National Risk Management Plan. As explained above, the State of Mozambique has been working with International Communities to come up with well-defined Risk Management Plan, which include tools, techniques, strategies and actions. Considering the limited materials made available during the site visit, the observation of the Mission is that this national risk management plan has not well addressed the vulnerability of cultural heritage. Looking at risk preparedness during the revision of CMP, the Mission advises on an integral approach to ensure a strong relation between the risk preparedness for cultural heritage within National Risk Management Plan. As such, institutions, such as the National Institute for Disaster Management (INGC), and its Committees at Provincial and District levels should be well involved to facilitate the integration.

The second concern is about the scope of vulnerability assessment. Following the summary of CMP presented, the Mission has noted that the discussion on the revision of the CMP (2018-2022) has involved different stakeholders from different sectors. Again, following the State of conservation Report (2017), the mission team is also aware that the CMP is also inspired by other international principles such as, UNESCO Recommendation on Historic Urban Landscape (HUL); UNESCO Global Report on Culture

for Sustainable Urban Development, the New Urban Agenda (Habitat III) and eventually, the UN-Sustainable Development Agenda 2030.

The mission team wants to emphasise that the property itself is also vulnerable to the fast pace of transformation processes. Particular concern is the unbalance of the population growth, and inequitable development between the two neighbourhood towns within the property. As such, the mission team considers that during the exercise the vulnerability of the property related to the pace of transformation should also be assessed and possible threats be identified for mitigation. It may be useful for the State Party to look at the Sendai Framework for Disaster Risk Reduction to help guide its work on assessing vulnerability and developing strategies for reducing disaster risks.

### **3.1.2 Heritage Impact Assessment (HIA) and the Management system of the Island of Mozambique**

The mission team was asked to assess the two specific projects namely, the Mozambique Island Hospital, and the proposal of the company SOLNATUR for the São Lourenço Fortress and consider how the Heritage Impact Assessment (HIA) could help the development of the projects, in conformity with Paragraph 110 of the *Operational Guidelines*. On the issue of HIA in general, the mission team discussed with local authorities and reviewed current regulations of conservation and management of the property. To the understanding of the mission team, the current system of management in the Island of Mozambique does not stipulate the need to conduct a Heritage Impact Assessment (HIA) to any kind of project developed either within the Island of Mozambique or in its periphery. This should be a matter to be considered, but it should also be further discussed with the authorities responsible for environment and marine areas.

The mission team had an opportunity to see the proposal of the company SOLNATUR for the São Lourenço Fortress. Although, there was no formerly discussion of project with local authorities to look at its architectural proposal, its scope, materials and method of construction, the mission team has a strong opinion that the proposal will have a permanent negative impact on the property. Therefore, it proposes that the project be permanently halted. A new project could be proposed following the preparation of an HIA.

The proposal of the company SOLNATUR is also a good justification why the management system of the Island of Mozambique needs to be further enhanced by the mechanism of impact assessment. In fact, the scope, technique and materials of the SOLNATUR proposal suggest that the designer of the project did not have any clear guidance to support her/his work. This is where HIA mechanism could have played a crucial role to supplement the current tools (traditional knowledge, conservation regulations or management plan), as well as planning regulations, in the development of the project. Indeed, each country has its own procedures for impact assessment, but an HIA process could guide the project proposal by providing the following mechanism to scrutinise the process: scoping; safeguards; conditions for development; analysis of



impacts; stakeholders participation; feasibility and approval procedures. This kind of mechanism of assessment enhances the management system and protects the OUV of the property. The 2011 ICOMOS Guidance on Heritage Impact Assessment for Cultural World Heritage Properties sets a standard, where no national guidelines exist.

However, the HIA mechanism needs capacity and resources. Although, the mission team is convinced of the necessity to develop the HIA mechanism for the property, it also understands the existing gaps within the administration and management system for the property. Again, in some countries, the impact assessment (IA) is supervised by different institutions, mostly, those which are dealing with Environment Impact Assessment (EIA). The mission team did not have sufficient time to look on how the IA is organised in Mozambique, so as to be able to advise where and how the HIA mechanism could be integrated. This work could be further development by the State Party with support from the Advisory Bodies (AB). Nevertheless, the Mission suggests that the CMP should include a section on HIA mechanism by specifying the type of projects that would require an HIA before development approval. At the same time the provisions of paragraph 172 of the *Operational Guidelines* for the Implementation of the World Heritage Convention should be noted and implemented.

### **3.1.3 Decision-making mechanism for a better management system**

Under the Decree **Nº 28/2006 of 13 July 2006**, the Government of Mozambique established GACIM to work with the municipality of the Island of Mozambique on the management of the property. The collaboration between these two institutions is positive. To enhance dialogue and confidence between stakeholders and communities the Decree stipulates also the creation of a “Technical Commission” composed of key stakeholders. (see section 2.2 Institutional framework for more details). In addition, for issuing construction permit, GACIM has also created a Technical Committee. In the case of the Island of Mozambique where expertise on conservation is outside the municipality’s structure, this mechanism should work very well. However, the mission team observed two challenges that need to be addressed to enhance the system. First, the capacity of GACIM due to an absence of architect within its staff which is now becoming very problematic. As explained above, this institution has the statutory role to provide technical support on all matters related to conservation within the property. The absence of such profile is hindering the best performance of GACIM and the “Technical Committee” for examining project before issuing construction permits.

Second, the most critical issue to be immediately addressed is the mandate of these institutions, the Municipality on one side and GACIM on the other side, when it comes to issuing a permit within the property. As it has been reported already in the Reactive Monitoring Mission report from 2009, the position of GACIM is weak in this respect. In the last Reactive Monitoring mission report, there was already an account of cases where the Municipality had overruled conservation decisions proposed by GACIM. The mission team also observed similar cases where the Municipality has used its overruling

power to issue a permit contrary to the decision of Technical Committee. The two teams work well together. The concern is that in all cases where the municipality has overruled the decisions of GACIM or its Technical Committee, the concerned projects have violated conservation regulations. In some cases, the project has impacted negatively on the property.

To overcome this challenge, the mission team proposes two advices: a special effort needs to be realised to enhance the capacity and awareness of the Municipality's Planning Department, which is directly involved in the process of issuing permits. Their "shared" understanding on the principles of management of a UNESCO World Heritage property will improve the group working spirit. More important, the status of GACIM and its Technical Committee have to be changed when it comes to conservation work and decision related to construction permits. For a better management of the property, the mission team proposes the following: (i) GACIM should have the last word in all matters related to conservation. (ii) When it comes to building permit, the Technical Committee should have the last word. The Municipality will continue to issue permit on behalf of the Technical Committee, which may also veto the decision, but should not have an overriding power on the decision of Technical Committee. (iii) In case of divergence between the Municipal Council and the Technical Committee, the Commission should be consulted for advice. (iv) If the difference persists, the Director of DNPC should be consulted.

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

During the site visit, the mission team noted some developments that are positive, such as the relocation of GACIM into a new office in the stone and lime town area, and renovation of public space through private initiative, to name a few. The mission team has also observed some developments that need extra-attention to insure that they do not negatively impact on the OUV of the property. This is the case of:

#### **3.2.1 Tourism infrastructures pressure**

Mozambique wishes to increase its share of the world tourism industry. The country is very well known for its natural reserves, but cultural tourism is also growing. The Island of Mozambique is one of the important destinations when it comes to cultural tourism in the country. Today, the island receives an average of 7,000 tourists per year, and contains a total of 20 hotels, according to the figures made available during the mission. Although the data are not alarming, the mission team has noted a kind of pressure when it comes to tourism development of the property. The observation comes following a discussion with local communities and hoteliers to understand their view on new tourism projects.

For sustainable economic growth of the island, two trends of tourism development need to be carefully observed. It is regrettable to notice that all tourism developments are in one side of the Island, the stone and lime town area. There is justification for that when it comes to accessibility, availability of structures for accommodation, and services such as water, sanitation and electricity. For the sustainable development of the property,

the mission team encourages a special effort to influence a developed tourism infrastructure inside the macuti town area.

Yet, the most alarming trend of the tourism development is the magnitude of the secondary houses for the mainlanders or foreigners who are coming to the island only few days per year. This trend is alarming because it does not enhance the liveability and inclusiveness in the island. Contrarily, it has many factors that influence the social and spatial “division” within the property. It is therefore not a sustainable approach for the development of the Island of Mozambique. The mission team believes that CMP should propose mitigation measures to these two trends of tourism development.

### **3.2.2 Lack of protection**

As demonstrated above, the structure of the management system of the Island of Mozambique is good, despite some gaps in its implementation (see section 2.2 Institution framework for more detail). To ensure a better protection of the property, the capacity of the two important institutions, namely the municipality and GACIM, need to be enhanced. For example, the absence of an architect within GACIM reduces the ability of this institution to better supervise conservation works. The mission team has observed that the developers employ and play with technical terms to get their way, knowing that they are speaking with young staff not familiar with architectural terminology. Again, to sustain a sound management system of the property, it is also important to ensure a common understanding and approach within the institutions. The mission team deeply regrets that there was no chance to meet the President of the Municipality (Mayor) of the Island of Mozambique. However, the mission team is confident that the two heads of these institutions are aware that their full-engagement is important to ensure a better protection of the property.

### **3.2.3 Illegal construction**

There are some inappropriate constructions within the property, which have either granted construction permits or illegally ignored the stop order delivered by GACIM. Typical example is the construction of a private house near the Hotel Desportivo (see fig. 165 Annex 8) or an additional floor constructed on at *Cais Azul* (see fig. 159, Annex 8) or an additional floor constructed on a hotel. These are examples, which also illustrate the gap between GACIM and the Municipality, when it comes to the protection and implementation of conservation regulations. The mission team believes that there is a need to review some parts of the conservation regulations, which result in confusion and misinterpretation, giving the possibility for inappropriate construction projects to get issued a construction permit.

### **3.2.4 Delay on the finalization and implementation of the Management Plan**

The mission team is aware of a current progress in the process to review the CMP and believes that the pace will be sustained, to respond to the requirement of the World

Heritage Committee, in its decision 40 COM 7B.15. The mission team noted with satisfaction that the current process capitalises on the internal dynamism to tap into potentials of the Mozambique Island. The UNESCO Office in Maputo is leading this new dynamic that embraces culture (and creative industry) in its broader perspective, guided by the SDGs (Sustainable Development Goals). The National Commission for UNESCO and Directorate for Cultural Heritage are also convinced that the CMP could be crafted along the vision that culture is an enabler and driver of sustainable development.

In fact, several stakeholder meetings have been convened under the One UN Fund project and at government level to accelerate the process since the last World Heritage Committee decision in 2015 (see section 4.3 for more detail). The mission team reviewed the summary and the reports of these meetings. Although the final report of CMP itself is not available, the debate and discussion of the revision process enclose essential ideas underlined in Decision 40 COM 7B.15. It is fair to say that the process is inclusive. It embraces innovative ideas and principles towards sustainable development, namely UNESCO Recommendation on Historic Urban Landscape (HUL); UNESCO Global Report on Culture for Sustainable Urban Development, and the New Urban Agenda. The mission team believes that new principle on risk management (Sendai Framework for Disaster Risk Reduction), and on current ideas on sustainable mobility will also be articulated in the current revision process.

### **3.2.5 Population increase**

The mission team was requested to look at the population increase in the Island of Mozambique. It is important to underline that the question of population increase should neither be considered as the problem of macuti area alone nor should it be discussed separately, without looking at the various factors which influence the population growth or density in the macuti area. Indeed, with a density above 10 000 inhabitant/km<sup>2</sup>, the Island of Mozambique is very dense. The local government is already implementing measures to reduce the population at the town area. This has been realised through the provision of nearly 400 plots of land on the mainland, at Lumbo area, under the Framework of the UNDP Millennium Village.

Nevertheless, the mission team strongly advises that the question of population increase should be discussed with an objective to achieve equitable and sustainable development of the whole property. It seems that today's discussion is entirely influenced by the current "problematic" situation of the macuti town area. It does not look at the overall situation of the island to propose an optimal solution for its sustainable development. It is also alarming to see the amount of ruins, empty houses and closed secondary residences in the stone and lime town area, while the whole discussion of population growth is focusing on the overcrowding of the macuti town area. Visiting the site, one clearly observes these two parallel dynamics, on one side, an overcrowding permanent inhabitants in the macuti area, and on the other side empty residences or partially occupied stone houses in the stone and lime town. The property needs a comprehensive solution to this critical question.

### **3.2.6 Solid waste management in the macuti neighbourhood**

The Island of Mozambique in general is clean. The macuti area is an exception to this general observation; it has a problem with sanitation and solid waste management. Walking along the main alleys of the macuti town area one encounters this challenge. As it has already been observed in the mission report in 2009, the challenges of the macuti area are intensified by its physical context. In short, the analysis proposed in the report of 2009 is still valid today: *“the macuti town is overpopulated, and its sanitary conditions are poor. This is due to the high construction density, to the lack of sewage and sanitary facilities in the macuti town and on the Island in general – that contribute to the use of the beaches as public toilets -, to poor solid waste collection, and to non-functional drainage system for rainwater. The drainage problem is in part a consequence of the low level of this area; it is a major source of illnesses such as malaria”* (WHC and ICOMOS, Monitoring Mission report, 2009, p. 17).

The mission team is aware that since 2012, the Municipality of the Island of Mozambique has put in place a mechanism to improve the situation of its environment. In the report of the state of conservation submitted by the State Party in 2015, it is noted that introducing waste collection points and constructing public toilets by the local authority improved the situation of the solid waste collection. Due to limited time, the mission team did not have an opportunity to visit the disposal area, but it has observed the collection points in the streets of the island. The mission team is of the opinion that the solid waste management in the macuti town area could be further enhanced with the general management plan of the neighbourhood. Nevertheless, the mission team encourages the local authorities to continue with their efforts to collect and properly dispose the waste management to further improve the situation in the macuti town area and in the Island of Mozambique.

### **3.2.7 Mobility within the Island of Mozambique**

Like many other towns, the motorisation of the traffic is a growing trend within the Island of Mozambique. The mission team observed that the issue of traffic is now more alarming not only to the structure of the buildings but also to the wellbeing of the inhabitants. It starts to be dangerous to walk in some main streets of the island considering the speed and intensity of motorcycles. As it has already alerted in 2009, the mission team strongly advises the local authorities to examine the issue of the mobility at the island before it becomes a serious threat to wellbeing of the local community. It is well known that without a proper management, the motorization of traffic will affect the experience of the pedestrian and the security of the children. With this trend, the motorcycles could also be a threat to the tourism industry. The mission team hopes that CMP will start to talk about mobility in the property, by prioritising walkability and bicycling to enhance the existing “safe-street-ambiance” of the property.

### **3.2.8 A comprehensive development strategy for the Island of Mozambique**

The difference between the stone and lime town and macuti areas has dominated a debate on characteristics of the Island of Mozambique. Due to their spatial (and in some

way social) characters, one quickly observes the dichotomy of the two neighbourhoods. Indeed, all reports have mentioned the challenges of macuti town area, and proposed measures to overcome them. Following the site visit, and reviewing of different reports, the mission team adheres to the general observation and concern for the condition of the macuti area. Indeed, the situation of the macuti area needs a quick and strategic intervention.

Nevertheless, the mission is of the opinion that the dynamism of the growth in the stone and lime town area does not enhance an inclusive and a comprehensive development of the property. It is regrettable to observe that while macuti area is crowded, houses in the stone and lime town area are falling apart and become ruins, majority of them have been closed, and few of them are used occasionally, and mainly for tourism activities. The mission team commends the Government of Mozambique for relocating the Faculty of Architecture of the University of Lúrio to the stone and lime town area. This is a visionary and strategic decision to stop the spatial and social “division” within the Island of Mozambique. The mission team strongly encourages the local authorities to use the process of reviewing CMP to discuss issues related to adaptive reuse, closed houses, secondary houses, growth of population, mobility, etc. As discussed above, one can look at these issues through a debate of risk preparedness by considering the vulnerability of property in the transformation processes. Alternatively, one could be inspired by new principles advocated through UNESCO Recommendation on Historic Urban Landscape (HUL); UNESCO Global Report on Culture for Sustainable Urban Development, the New Urban Agenda and eventually, the UN-Sustainable Development Agenda 2030. The UNESCO Office in Maputo advocates the same vision.

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

### **4.1 Current state of conservation of the property**

The mission team observed the efforts developed by the State Party to improve the general state of conservation of the property, in particular on the stone and lime town. However, it is important to specifically address each case:

#### **a) Macuti town**

The state of conservation has not been improved in this part of the island, as there is a general feeling of abandonment felt by its inhabitants and of lack of conservation efforts by the town by authorities. It is urgent to address sanitation of the urban settlement; to improve water collection points; to introduce public spaces and green spaces in the abandoned areas; to preserve traditional building techniques, but especially, to improve living conditions.

#### **b) Stone and Lime Town**

There is still a general feeling of abandonment of the town, in spite of the efforts developed by GACIM, during the last years, to address conservation of buildings. This is due to the maritime harsh climate, which has a negative impact on the buildings, contributing to their accelerated degradation due to salts. Additionally, following

intervention, there are several buildings that stay without use, which contribute to their accelerated degradation. Finally, the lack of maintenance in the buildings that already received intervention, contributes for the image of abandonment and decay. Special attention should be directed to new projects, as the *Complexo Desportivo* project, to avoid conjectural reconstructions without proper documentation.

#### c) Classified Monuments

The main monuments that the mission team visited are in bad condition.

- The current state of conservation of the Fortress of São Sebastião is not good. The fortress received a conservation intervention in 2010 and 2011. Nevertheless, due to lack of use, it already looks abandoned. The University of Lúrio wants to move in, in September 2018, to start teaching archaeology classes. To accommodate this, intervention works started without a designed project and without proper supervision, which is already having a bad impact.
- The Fortress of São Lourenço is located in a small island, only accessible by boat from the Island of Mozambique. Its isolation has contributed to its protection. Nevertheless, new projects proposing renovation of the small fortress and the creation of buildings for hotels and restaurants threaten the authenticity and integrity of the monument.
- The District Hospital is abandoned and in worse conditions than before the beginning of the restoration project. Urgent measures are required to protect the roof structure and the walls of which the plaster has been removed before it is too late.

#### **4.1.1 Sanitation**

The mission team did not observe a worse sanitation problem than what was described in the previous report from 2010. This means that the sanitary situation has been improved, thanks to the actions taken by the local authorities and international community. These efforts have upgraded the sanitary conditions especially around the macuti area. However, the concern is on the long-time solution, not to say sustainable solution. The social and economic conditions of macuti area provoke many challenges, which jeopardize the conservation and management effort of the property. It may be easier to say than to do, but the macuti town area needs a new strategy. The mission team considers that culture development and heritage management could be an entry point to look for a general solution of the macuti area. This was also the opinion of the UNESCO Office in Maputo. Through the work of CMP, the UNESCO National Office could lead the process to rethink on a new common strategy to reinvigorate the macuti town area.

#### **4.1.2 Water collection points**

The mission team considers that one of the immediate actions to be taken in the macuti town area is the rehabilitation of the water collection points. Along the main alley, next to the open drainage channel, one finds the water collection points. These are the areas where the situation of sanitation is the worst. A NGO funded a project to improve the drainage and the sewage of water in the same alley. The situation of these collection points is alarming. They are in the areas prone to water borne diseases. The mission team is aware of the scarcity of water in the island. There was hope that the UNESCO

project to rehabilitate the São Sebastião Fortress cistern could help, but this did not advance as expected. If these water collection points should remain at these locations because of the availability of water in the soil, the mission team proposes that their sounding areas be improved with pavement and drainage.

#### **4.1.3 Public spaces and green spaces**

The Island of Mozambique has many public spaces, most of them located in the stone and lime town area. The situation is not the same in the macuti town area. This issue brings again the discussion of macuti town area and its challenges. Due to the current context of rampant congestion, the open spaces inside macuti town have been appropriated. This situation was already underlined in the ICOMOS Reactive Monitoring Report of 2010.

The mission team has been informed that within the stone and lime town area, the public spaces are improved in collaboration with the private sector. This is a good initiative to be encouraged. However, to ensure that the agreements are unbiased, the mission team suggests that the arrangements and processes should be transparent for the general public to be aware. The choice of the public space to be developed and the benefit of the public should all be discussed with the local communities through their Stakeholders Forum.<sup>2</sup> Concerning the macuti town area, the mission team believes that the issue of public space should be discussed within the CMP so as to come up with a general development strategy of the whole macuti town area.

A particular concern of the mission team is the current agreement of the Municipality for the development of the Hotel Desportivo. The mission team was informed that the developer of the Hotel Desportivo is ready to build a new sport complex in the macuti town area as a compassion to the re-use of the historic Hotel Desportivo complex for tourism development. The mission team has observed that this arrangement does not have a consensus within the communities of the Island of Mozambique. However, the most concerning issue here is that the new sport complex in the macuti town area will be built in the public space. The mission team does not find the idea to build on the public space is conducive to the protection and promotion of the heritage. Considering the rare public spaces within the macuti town area, the mission team encourages GACIM and the Municipality to look for an alternative location for the new sports facilities.

#### **4.1.4 Traditional building techniques**

The Island of Mozambique comprises different types of traditional building techniques.

In the stone and lime town, buildings were erected in stone masonry with lime mortar, lime plaster and wood beams. In general, it was noticed that at present, the site builders do not follow a specific stone traditional masonry system, when it happens it is due to

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<sup>2</sup> The mission team is also aware that a Stakeholders Forum is to be created through the CMP process.



exceptional circumstances. As the building system will be covered by lime mortar, masons have a tendency to use any type of stone mixture masonry.

A proper study regarding the different traditional materials and building systems should be addressed with more details. The use of irregular stone masonry and lime mortar is frequent, mostly on exterior façades.

On the macuti town, there are different types of building systems:

- a) The most traditional building technique found of the common vernacular local dwelling is wattle-and-daub (pau-a-pique): a structure of wood, filled-in with a soft type of earth; or filled-in with stone and earth mortar (see fig. 57 and fig. 58, Annex 8). The houses have generally a lime plaster or an earthen plaster.
- b) Another traditional type of technique found in the macuti town is stone masonry with lime mortar, probably trying to follow a similar kind of building culture found in the Stone Town.
- c) New construction with new materials, as masonry of concrete blocks (see fig. 46, fig. 51, Annex 8)

All the buildings have originally a thatch type of roof, known locally as macuti roofs, which are presented as a hip roof type (4 sides). Due to the difficulty to find the macuti material for the roof, inhabitants have slowly started to replace it by other type of thatch, or by informal metal roofs.

#### **4.1.5 Stone and Lime Town Abandoned Buildings**

Several buildings are abandoned at the stone and lime town. According to the SOC report, submitted by GACIM in December 2017, and the brief report presented to the mission team, there are actually 315 ruins, from which 41 ruins are already surveyed. The mission team questions if there is a proper archaeological survey addressing these ruins.

Also worth mentioning, is GACIM's work regarding the identification of the buildings at risk. In this case, inhabitants are mobilized for settlement areas in the mainland part of the island of Mozambique district. The houses that are prepared for the mobilized families can be observed in fig. 185, Annex 8.

A brief overview of the state of conservation of the Stone Town can be observed on fig. 9-18, Annex 8. In general, it could be considered that 20% to 30% of the buildings of Stown Town stone have already been restored or are under restoration. However, due to lack of maintenance and the maritime climate, the material degrades faster. Therefore, a greater effort needs to be addressed in terms of conservation and maintenance of the buildings that were already restored. Also, there should be a strategic approach to use the buildings all year around and not just during the summer holidays by the house-owners from Maputo.

#### **4.1.6 Fortress of São Sebastião**

The fortress of São Sebastião was built between 1558 and 1620, by order of D. João III, King of Portugal. Due to its international historical importance, the Fortress of São Sebastião was granted international funding in 2009 to address a comprehensive intervention regarding the rehabilitation of this national historical monument. Various partners contributed, such as Japan, Portugal/IPAD, UCCLA, the Netherlands and Flanders through UNESCO funds-in-trust project with an allocation of 1,5 million euros. At the end, 800,000 euros were directly applied on the tangible restoration of the fortress.

The project entailed a first phase directed at “technical assessment and preparation works, focusing on urgent structural consolidation and restoration works to prevent further deterioration and the provision of basic services and facilities” (Eloundou & Weydt, 2009, p.25). There were also several efforts directed at continuing the useful fortress function of providing water to the island community. To this end, a new clean-water cistern was built, “fed from a completely restored and improved rainwater collection system installed in the fortress” (ibid, 2009, p.15).

The second phase addressed the concern of rehabilitating for reuse and the management and maintenance of the fortress. This phase was not fully accomplished, as there was never a specific use found for the fortress. To this date, São Sebastião fortress looks abandoned, being used once a year for a local festival. There are scarce visits of the fortress by tourists. As there is no infrastructure put in place for the tourists to visit, in general they do not go there.

In a general way, the fortress rehabilitation project that happened less than 10 years ago, except from some of the roofs, is not visible. While looking at photographic documentation from before the rehabilitation, some buildings look, today, even more deteriorated than before the rehabilitation. This is mainly due to the lack of use of the buildings, which was one of the main recommendations of the UNESCO project not to happen. The cistern, which was a relevant accomplishment of the project, is not in use today because of lack of maintenance.

In June 2016, the University of Lúrio requested to the Minister of Culture and Tourism to partially use the Fortress of São Sebastião as a Faculty of Human and Social Sciences, more specifically for archaeological classes. The Minister of Culture agreed and even revealed the support of the local community for this option. As a result, a Protocol of Understanding between the University and the Municipality was signed in 2016. A preliminary project presenting a general technical assessment, structural stability, the actual conservation condition, and the spatial distribution was also delivered in 2016. The project lacked detailed information and drawings, concerning the general conservation intervention. It also lacked detailed intervention procedures on how to address the conservation of the different spaces. The mission team regrets that it could not meet with the Rector of the University as previously planned in order to get a better understanding of the situation.

In March 2018, during the visit to São Sebastião Fortress, the mission team met the workers that were addressing the conservation of the different spaces to be used for the archaeological classes from next September 2018. The mission team was very concerned to observe that the staff that was carrying out the works at the fortress, on behalf of Lurio University, had no specific skills in either architecture or in conservation. This was foreseen by the fact that cement and lime plaster were being applied on the walls, and only after the plaster was applied, the algae growth was removed from the wall.

Also it was not clear who was responsible for the works. During the meeting in Maputo with the responsible person for the Archaeology Department from the University of Eduardo Mondlane, he informed the mission team that both Universities were working at the fortress. Nevertheless, there was no document proving it, even if the classes under preparation are for the courses given by the professors of Eduardo Mondlane University.

The mission team recommends that:

- 1) A memorandum of understanding between the Municipality, GACIM and the two universities be prepared.
- 2) A detailed project for the conservation of the building, where classes will be taught next September be submitted to GACIM office, as soon as possible. São Sebastião fortress is a category A building. As a national monument, it should have a high quality intervention, addressed by professionals with expertise in monumental intervention (figs. 126 to 128, Annex 8).

#### **4.1.7 Museum of the Island:**

10 years ago, the Museum of the Island (*Museu da Marinha*) had its roof restored. This was accomplished through Norwegian funds, and Portuguese technical assistance. The lack of building maintenance combined with the high moisture salinity of the coast contributes to an accelerated degradation of the build environment in Mozambique Island. At present, there are serious problems of wall infiltration at the Museum. If nothing is done, in the near future, the historical pieces that are displayed at the Museum can be seriously affected.

#### **4.1.8 Underwater archaeological heritage:**

On the last years, there has been a rising international attention directed to underwater archaeological heritage, and in particular underwater shipwrecks. One of the coasts with the highest number of shipwrecks that have not been deeply prospected is the coast of Mozambique. Some years ago, Mozambique government dismantled illegal underwater archaeological searches done in Mozambique Island coast by national companies with foreigner investment.

Presently, the archaeologist Prof. Ricardo Duarte from Eduardo Mondlane University, and his team, coordinate the underwater archaeological prospection. Due to the fact that exposing the remains to air contributes to their accelerated degradation, it has been

appropriately preferred to address preventive conservation through geotextile covering of the underwater relics.

However, there is a need to develop a more systematic approach with clear procedures for identification, data collection and protection of the underwater archaeological remains. It is therefore recommended to address a more consistent method regarding documentation and protection of the Mozambican underwater archaeological heritage, especially considering that Mozambique recently signed the UNESCO 2001 Convention on Underwater Cultural Heritage.

## **4.2 Recent and proposed interventions for their potential impact on authenticity**

### **4.2.1 Complexo Desportivo**

The company *Ilha Moz Turismo Unipessoal* is developing a project for Complexo Desportivo. 'The proposal entails the construction of a new hotel at the *Clube Desportivo* (nº18.05, in the *Bairro do Museu, Rua dos Combatentes*), where a sports complex was previously located. In the past, this complex was frequently used by youth, but at present, it is abandoned' (Technical Review by ICOMOS, 2017, p.1). Also see figs. 138-143 (Annex 8).

The project has undergone a long process of evaluation, which is briefly presented accordingly to the ICOMOS Technical Review document:

- In Sept. 2013, the *Ilha Moz* company submitted a study proposal to the Municipality of the island. The project was preliminarily approved, depending on the final decision to the technical approval of GACIM, which highlighted that new constructions were not allowed, according to island regulations, unless there would be a direct public benefit emerging from it. In October 2013, GACIM proposed that the National Heritage Council, in Maputo, assesses the project.
- In Dec. 2013, the project was presented at the National Heritage Council, which required, as a counterpart, for *Ilha Moz* company to have approved a 31-room hotel, that had to present a strong social benefit to the island. Therefore, the beneficiary had to construct a new public sports ground, rehabilitate Josina Machel garden, to assure that the hotel becomes a training school for Ilha de Mozambique inhabitants and had to guarantee the urban and landscape improvement of the three streets adjacent to the new hotel.
- At present, the garden is already rehabilitated and the project of the new sportive camp is planned to be developed at the *Bairro Litine na Copa, Rua Passo Mar*, macuti town (see fig. 65, fig. 66, Annex 8), in a space comprising a total of 1,102 m<sup>2</sup> that is partially already occupied by macuti inhabitants.
- In May 2014, the *Ilha Moz* requested to be given an additional plot to the south of the Complexo Desportivo property, comprising now a total of 3,473 m<sup>2</sup>.
- In Aug. 2014, *Ilha Moz* requested formal permission to build the hotel at the *Clube Desportivo*, valuing the "qualities of the ruin" and its specific building system.

- In Sept. 2014, the Mayor approved the building permit for the new hotel.
- In Dec. 2014, a favourable preliminary ruling was issued by GACIM, with the final decision depending on the response of *Ilha Moz*, to a set of specific issues.
- In July 2015, *Ilha Moz* requested permission to start building the new sports ground.
- In Oct. 2015, the Mayor approved the building permit for the new sports ground, in the macuti town.
- In April 2016, a meeting was held in the presence of the Provincial Director of Culture and Tourism.
- In August 2016, following several meetings in Maputo, the National Heritage Council approved the main façade for the volume that contains the hotel rooms.
- In 2017, UNESCO and its Advisory bodies are requested to evaluate the project of the New Hotel Desportivo.
- In Oct. 2017, ICOMOS issued its technical review for the hotel's project, and:
  - **A)** (...) suggests that the State Party be recommended to build the hotel by mainly using local materials, such as stone and lime, and not modern materials. The construction of the hotel using local building techniques and materials would also raise awareness for best practices among the island population, especially considering the fact that the project is located in the Stone Town (...).
  - **B)** As the new sports facility is reduced in size compared to its predecessor (from the abandoned sports camp of 3 250 m<sup>2</sup> in the Stone Town to the new Sports Ground with an area of 863 m<sup>2</sup>, in the Macuti town including the rehabilitation of the garden), ICOMOS suggests that the State Party evaluates whether the new Sports Ground sufficiently responds to the needs of the island population.
  - **C)** There should be a binding protocol between the Municipality and the hotel, to ensure that trainees from the island have priority in finding an internship at the hotel. The same should apply regarding the local population when hiring for job positions at the hotel.
  - **D)** The project proposal entails the demolition of "existing structures that interfere with the project" [according to p.1 from the "LIMPEZA DO TERRENO, Serviços a Executar, Descriptive Memory" report]. There is also a request directed to the Municipality from *Ilha Moz*, dated July 3, 2015, to demolish some parts of the original building. None of the documents specifically refer to which structures and elements from the original Sportive Complex should be demolished. But, it is mentioned: "the pavilion will be rebuilt in reinforced concrete and cement blocks masonry" [according to p.1 from the "4. ALVENARIA, Serviços a Executar, Descriptive Memory" report]. ICOMOS therefore suggests that detailed drawings be submitted informing specifically about what is being demolished from the original Clube Desportivo building (classified as a colonial building from the 1950s, in the Estado Novo architectural style).
  - **E)** Archaeologists and architects from GACIM should monitor closely during the demolition, digging of the building's foundations, and construction of the new hotel."

During the visit, the mission team met twice with the responsible architect for the project, Mr. Markus Antmann. Following the presentation of the overall project and its conceptual approach, the process associated with the new *Hotel Desportivo* approval,

and several discussions regarding the possibility of reconstructing the old *Complexo Desportivo* to become a hotel, it was agreed that the regulations regarding the implementation of the *Operational Guidelines* of the Convention had to be followed. On that note, it was reminded paragraph 86 from the *Operational Guidelines*: “In relation to authenticity, the reconstruction of archaeological remains or historic buildings or districts is justifiable only in exceptional circumstances. Reconstruction is acceptable only on the basis of complete and detailed documentation and to no extent on conjecture.”

Therefore, it was acknowledged that:

- a) The reconstruction could not be undertaken, unless a rigorous and detailed documentation of the site would previously have to be addressed, before destruction. To avoid a reconstruction approach, *Ilha Moz* company would have to respect and preserve as much as possible, the original building, a colonial *Estado Novo* Portuguese architecture style, from the 1950s. The problem arising from this approach relates with the bad state of conservation of the actual *Complexo Desportivo* site, and the fact that a large part of the building was already destroyed (as it can be observed in fig. 142, fig. 143, fig. 145, Annex 8).
- b) If the building, that is actually in a very poor state of conservation, will not be able to be preserved, than *Ilha de Moz* company will have to build the new hotel, in traditional techniques and materials, as recommended by ICOMOS technical review (dated Oct.2017).

Also worth mentioning is the fact that the area chosen to build the new *Complexo Desportivo* was considered by the mission team: (1) Not large enough (it was a third of the space of the surface of the old *Complexo Desportivo* and new *Hotel Desportivo*); (2) Located in a very limited plot, near the water and surrounded by new construction (see fig. 65, fig. 66, Annex 8); (3) Need for public space, as the available space in the island, and especially in the macuti town, is very difficult to obtain; (4) local communities advised that the new *Complexo Desportivo* should be built in the side of the Stown Town, to avoid further social divisions and stigma.

Thus, the Reactive Monitoring mission team recommends, also following ICOMOS technical review recommendations, that:

- Further compensation should be addressed directly at macuti town inhabitants, as only one third of the space received for the new *Hotel Desportivo* is being returned for the new *Complexo Desportivo*. For instance, *Ilha de Moz* company could help improve sanitation in the macuti town.
- For the new *Complexo Desportivo*, another area with better conditions and more space should be searched in the stone and lime town, to avoid further divisions between the two sides.
- Both the new *Hotel Desportivo* and the new *Complexo Desportivo* should be built using traditional building materials and techniques.
- The project needs more detailed information regarding the full analysis of the building defects, in order to address a sound study of the building pathologies.

On discussing the best possible place to put a new sport complex, it seems that the community of the island has different opinions which are sounded. Some believe that

the complex has to remain in the stone and lime town area so population can go to one area to the other and not close the exchanges between both areas, while others consider that the current proposal in the macuti area is fine because it would be closer to the people who use the sport complex. The mission team would like to propose a third option. The idea is to suggest to a developer something within the macuti area: when one is walking along the main alley of the macuti town area, he can see the open drainage channels. A quick reflexion is to propose that the open drainage channels are closed. Also, the alley could be paved in same area and, at the same time, trees could be planted along the whole alley (figs. 43-50 Annex 8). The mission team believes that this project will have a quick and transformative impact to the macuti town area. As for the new sport complex, it could also be integrated in the current cultural centre in the stone and lime town area.

#### **4.2.2 Project of Fortim de São Lourenço**

The *Fortim de São Lourenço* is located on a small island, on the right side, upon crossing the bridge (see fig. 130, Annex 8). Its current state of conservation is reasonable, probably due to the difficulties related to access the small fortress. Further preservation measures to clean the environment and the small fortress walls should be considered (see figs. 131-137, Annex 8). The Fortress of São Lourenço does not have an easy access to be visited by tourists, as they would have to climb the cliff (figs. 135-137, Annex 8).

In October 2017, the company SOLNATUR presented a hotel project to the National Directorate for Cultural Heritage, in Maputo. The project located at the Fortress of São Lourenço proposes to develop a restaurant and a 23-room hotel, extended in 3 floors. The project also proposes to create a boat-bridge to allow access from the Island of Mozambique to the small fortress of São Lourenço. As GACIM, the Municipality and the District Government had not evaluated the project during a meeting on the 22<sup>nd</sup> and 23<sup>rd</sup> of February 2018 in Maputo, the project was given to Ilha de Mozambique local authorities, in order to be evaluated. The preliminary recommendations of GACIM considers several problems related with lack of technical documentation; how to address services of electricity, water and drainage; the need for an environment impact assessment; impact on the authenticity and integrity of the fortress; and questioning the choice of building materials, as they should follow article 34 from the Decree Nº 54/2016. Notwithstanding, GACIM required for the National Directorate for Cultural Heritage, in Maputo, to further revise the project.

Due to the project proposal's high potential impact on the OUV and on the integrity and the authenticity of the property, it is recommended for the project to be assessed by the Advisory Bodies of the World Heritage Convention, as mentioned in paragraph 172 of the *Operational Guidelines*.

As for the two specific projects, the mission team advises a re-examination of both projects considering their potential adversely effects on the Outstanding Universal Value (OUV) of the property.

### **4.2.3 Intervention at Mozambique Island Hospital**

The Mozambique Island Hospital, known as District Hospital was built in 1877, following the “Schinkel style” architecture (see fig. 151, Annex 8). The hospital complex is composed of 17 buildings, and was partially restored in 1995. Presently, just one building is in-use, with 2 doctors to serve as a hospital for the entire island 17.000 inhabitants.

In 2014, the Mozambique Health Ministry approved a budget of 300 million meticals (approximately 4 million euros), to invest in the Mozambique Island Hospital and rehabilitate it as a District Hospital. There was a competition for the hospital project and inspection, and for the hospital contractor. The company “José Forjaz, arquitectos” won the architectural project and the company COTA won the building contract. The expected time period for the works to be accomplished was 18 months. The building permit number was: 770/OP1/030Q/2014 (fig. 148, Annex 8).

10% of the project’s funding was paid at the start of the works. The remaining 90% were not paid, due to the Mozambique financial crisis. According to the inspectors of the project, the government has a huge debt with the contracting company in charge of the project. As a result, the company only removed plaster from the walls of one of the buildings as well as its roof (see fig. 154-155, Annex 8), and did not address further work. Since then, the hospital rehabilitation project has stopped and all the construction materials that were left at the site were stolen. There is no perspective regarding when and if the rehabilitation intervention will continue.

The mission team was not presented with the project document for the rehabilitation of the hospital. It did however visit the site and held discussions with a consultant architect responsible for the supervision of the works. It seems that the project was not well formulated and its execution was arbitrary. Regrettably, the project was halted in the middle of its execution and left the two buildings within the compound of the hospital without roofs and plaster. The situation of the two buildings is at high risk of deterioration. The mission team strongly advises for urgent rescue measures to roof the buildings first and as soon as possible plaster the walls.

The mission team recommends, in order to avoid accelerated decay of the uncovered building (see fig. 154-155, Annex 8), to urgently address measures to protect the roof building and its walls, before it is too late.

### **4.3 Development of a Conservation Management Plan**

Following the mission undertaken, the analysis of the field reports and of the consultancy reports, it is observed that a binding conservation plan is not being considered as part of the “Management and Conservation Plan of the Island of Mozambique 2018-2022” that is under development. The Conservation Plan is generally included, as a part of the Management Plan. However, it can also be independent from it, as long as it is associated to an action plan to help address its implementation.



The Conservation Plan should be based on the state of conservation of the whole property – stone and lime town, macuti town and classified heritage - and it should address each one of the different components. In particular, the conservation plan should address clearly: (1) the issue of reconstruction within the property, as well as restoration and conservation; (2) when new materials can be used, as well as traditional materials within the different types of intervention, considering the value classification of the buildings in the stone and lime town; but also (3) how intervention should be addressed in the macuti town traditional buildings and materials.

The Conservation Plan should entail a strategy of conservation establishing priorities of conservation and maintenance related with the OUV of the property. The requested Conservation Plan needs to include all the procedures that should be addressed for the conservation and maintenance of each category type of building. This will help keeping the same policy of conservation, even if state professionals change. Consequently, it would depend on the strategy of conservation approved and developed by the entire GACIM team, and not depend on the view of the person in charge.

The Conservation Plan should also establish a conservation policy for the entire property, including the priorities for conservation; the maintenance procedures and periods (e.g. to establish cycles to lime-wash each building; to schedule the maintenance of gutters, roofs and drainage systems; to address general cleaning and removal of invasive vegetation, etc.); a plan for structural damage prevention; to list a few. This will contribute for a comprehensive and consistent conservation strategy.

#### **4.4 Finalisation of the Management Plan and its legal framework to support its implementation**

In the past, the Island of Mozambique had several plans being developed:

- In 2006, an “Action Plan for the Management and Development of the World Heritage property (2007-2011)” was developed, addressing urgent measures regarding the property’s degradation.
- In 2009, a “Conservation and Management Plan (2010-2014)” was produced to include tangible and intangible aspects within the property and its buffer zone.
- In July 2011, a UNESCO-WHC workshop was organized to address the Historic Urban Landscape (HUL) approach to the island. As a result, an Action Plan was produced, and established strategies regarding the implementation of the Action Plan.
- In Dec. 2016, the National Directorate for Cultural Heritage of Mozambique organized a “National Seminar on the Conservation of Heritage on the Island of Mozambique”, in collaboration with UNESCO, through UNDP funding. The main aim was to evaluate the degree of implementation of the 2010-2014 Management Plan and the 5-year application of the HUL approach to the island. As a result, another Action Plan was elaborated for the revision of the previous Management Plan and the elaboration of the “Conservation and Management Plan for the Island of Mozambique (2018-2022)”.

- In March 2017, the project for the preparation of the Management and Conservation Plan is developed.
- In April-May 2017, an assessment of the Management and Conservation Plan is developed and the report about its implementation is concluded.
- In July-August 2017, the plan has established the documentation, the vision definition, and the aims and strategies for the implementation of the Plan.
- In Sept. 2017, due to the support of ONE UN FUND Programme, the Government of Mozambique initiated the procedure for the revision of the out-dated planning process, identifying key-issues to consider in a new plan. This was entailed through the organization of a workshop, a fieldwork, a one-day stakeholders meeting, and the preparation of a draft of the “Conservation and Management Plan for the Island of Mozambique (2018-2022)”.
- In November 2017, the National Directorate for Cultural Heritage of Mozambique submitted a request for International Assistance (IA) to the World Heritage Fund regarding “Community Participation in the Management and Monitoring Processes at the Island of Mozambique World Heritage Site”. At present the IA request has not been validated.
- In February 2018, the National Directorate for Cultural Heritage of Mozambique organized a two-day meeting to address the draft of the management and conservation plan of the island of Mozambique.

The development of the management and conservation plan for the Island of Mozambique has been a long process. The mission team recommends that a draft be prepared as soon as possible, in order to be revised by the different stakeholders, as soon as possible. The draft and publication of the management plan should not be postponed any longer.

It is important to note the fact that the “Management and Conservation Plan” under development should comprise the buffer zone protective area, the Management Plan and the Conservation Plan. At present, it looks like only the Management Plan is being addressed and not the Conservation Plan. According to GACIM and the National Directorate for Cultural Heritage in Maputo, the plan is on its last phase of drafting. A 2017 request for International Assistance funding through the World Heritage Fund, if approved, will assure the community engagement in the management planning process. The proposal entails a 6-month time-frame period; therefore, the Management and Conservation Plan will be probably concluded at the end of 2018.

However, to assure an effective implementation, the mission team recommends:

- 1) For the new proposal of the buffer zone protected area and its management to be approved separately from the Property’s “Management and Conservation Plan”. Hence, it will not be constrained by the time limit of the CMP. Hopefully, this could also expedite its approval process. But the most important is that the buffer zone will continue to function as a protective area, even if the management plan has expired.
- 2) For the management plan to have its timeframe removed. It would be more effective, if there is no specific date associated to the main title of the Plan. An Action Plan should be then prepared with scheduled priorities to implement the

“Management and Conservation Plan”. It is recommended for the Action Plan to have only district approval, in order to be easier updated, if needed.

- 3) The conservation part of the “Management and Conservation Plan” should be clearly structured and prepared. The Conservation Plan should address a conservation strategy, with regulations, and procedures for the entire built heritage in the island.

Regarding the legal framework to support the Plan’s implementation, at present, there is no specific legal framework to support the implementation of the “Management and Conservation Plan”. This is problematic, especially seen in the light of the weakening of financial resources available to manage and conserve the property.

#### **4.5 Buffer zone**

The mission team was asked to examine the proposal to review the buffer zone area in conformity with Paragraph 107 of the *Operational Guidelines*. The issue of the buffer zone has been addressed and requested by the World Heritage Committee since 2009, in its 33rd session (Seville). With the Decision 33 COM 7B.46, the Committee had encouraged “the State Party to delineate a buffer zone for the property in relation to the underwater heritage and to submit this as a minor modification”. The actual process of the demarcation has started in that period and was reported in the ICOMOS Reactive Monitoring Mission report of 2010. The mission team is aware of the significant efforts, which have been realised by the local authorities to delineate the new buffer zone. In addition, during the site visit, the mission team had also the occasion to visit all proposed areas of the new buffer zone with the exception of one town, Lumbo.

The underwater heritage has been instrumental in shaping the debate of the new buffer zone area in the Island of Mozambique. The mission team had an opportunity to discuss with stakeholders<sup>3</sup> on the current status of surveying, mapping, and protection of the rich marine heritage, such as shipwrecks, surrounding the Island of Mozambique. It was also informed about the close collaboration between the local authorities and UNESCO, for the State of Mozambique to work under the 2001 Convention on the Protection of the Underwater Cultural Heritage. Considering this point, the mission team considers that the proposed delineation of the buffer zone has very well integrated the underwater heritage. The mission team also hopes that all concerns related to capacity building on underwater archaeology be discussed and resolved during the implementation of the UNESCO 2001 Convention, on the Protection of the Underwater Cultural Heritage.

The second aspect, which has influenced the delimitation of the buffer zone, since 1990, is the protection of both ecological and cultural and historic features along the surrounding area of the Island of Mozambique, on inland side. It is for this reason that

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<sup>3</sup> Prof. Ricardo Duarte and the Eduardo Mondlane University in Maputo, Department of Archaeology and Anthropology

small towns along the coastal zone in the mainland side such as Mossuril and Cabaceira (large and small) were also included. The idea is justified not only from the protection point of view but also for the integrity of the property. The mission team is well aware of the discussions undertaken by local authorities regarding the proposal of the current boundaries, which are reasonable. Along the coastal zone, one could also observe important monuments such as the Governor Palace and the Cabaceira Grand Church to name a few. These monuments are part of the integrity of the intangible heritage and the narrative of Island of Mozambique and are essential components of the setting of the property.

Yet, as it has been explained above and well documented in the RSOUV (Retrospective Statement of Outstanding Universal Value), this justified decision makes the setting of the Island of Mozambique more vulnerable. Hence, it increases the risks faced by the property. In addition, the management of this delimitation of buffer zone will have extra challenges. The buffer zone is beyond the physical boundary of the Island of Mozambique and involves two administrative boundaries of the two districts: Mozambique Island and Mossuril. The mission team has also observed that the physical nature along the way from Lumbo, Mossuril to Cabaceira is of a different character. If it is regarded as a heritage, one could speak of a natural heritage. In another words, the characteristics of the proposed buffer zone is closer to a “cultural landscape” than to a historic town. This complexity can well be managed under the HUL approach. The mission team has also seen the determination of the local authorities and agrees with the justification of the delineation. However, it is concerned with the capacity of GACIM, the willingness of the two district officers and the resource of the local authorities to manage this huge proposed buffer zone that covers different aspects from sea, nature, lands, coastal zone, agricultural area, underwater, coral area, etc. The mission team believes that with extra effort, and comprehensive strategy the management of the proposed buffer zone could be achieved.

The real demarcation line of the boundary is still an issue to be clarified by the local authorities. During the site visit, the mission team did not have a map to clearly understand where exactly the pillars or bollards to indicate the boundary line will be. The mission team used the existing road to visit different locations within the buffer zone area. The demarcation line is an important issue when considering the extent of the buffer zone and its complexity. It is also very crucial because today different unofficial versions of the “maps” are available which offer different interpretation of the extent of the buffer zone (fig. 3, 4 and 5, Annex 6). These interpretations derived from Google map differ between themselves and they all differ from the original 1990’s proposal of the buffer zone.

The small towns along the coastal zone will grow in the coming years. To what extent should the management and development of these towns be bounded to the management of the property is a strategic question. A good lesson to meditate is the management of the macuti town area. Having decided to control everything (typology of the houses; traditional roofing material; morphology of the quartier; etc.), without a real capacity and resources, the local authorities have finally lost the power to better orient the development of the area. Should the same approach in the buffer zone be

repeated? Once the integrity of the property has been assured, the mission team is strongly advising for a clear and manageable buffer zone, which encloses the essentials: underwater heritage, monuments, historic/cultural features, and coastal zone.

An important element to consider during the demarcation is the relation between marine, coastal zone and inland areas. The mission team did not have an opportunity to look at the planning and environmental regulations to better understand how these zones are managed and protected. Nevertheless, it will be of strategic approach to propose a common strategy with these instruments. The mission team strongly advises the local authorities to look at this perspective as well. This requires perspectives in line with the HUL approach. It is definitely a Marine Spatial Planning (MSP) approach, which will further enhance the management of the buffer zone in the future. In another world, the discussion about the buffer zone could be a beginning of a MSP approach for the Mossuril bay.

Maps of the inscribed buffer zone and the new proposed zone can be found in Annex 6. Finalising the boundaries and submitting the revised delineation of the buffer zone to the World Heritage Centre remains a very high priority.

#### **4.6 Relevant conservation issues that have a negative impact on the OUV of the property**

When assessing the state of conservation of the island, the mission team recognised:

- a) There is a lack of a comprehensive and common conservation strategy, addressing the conservation of the island as a whole and not as an island divided in two towns. This is very relevant in most of the documents, reports and plans, which are developed and published (e.g. fig. 217, Annex 8). It is clearly foreseen that in general, just the stone and lime town is analysed, studied and intervened in. As there is a lot of uncertainty about how to address the social, architectural, urban and sustainable challenges associated with macuti town, and with the communities' participation in the process of improvement, the option has been not to address the different issues, and to leave macuti town as it is. – an untenable strategy that needs to be rectified.
- b) The general approach of conservation and heritage promotion is mainly “Monumental”, with little focus on the intangible. There is a general tendency by all the authorities (Ministry of Culture, Municipality, GACIM, Universities, etc.) to only address heritage intervention focus in the stone and lime town and in classified heritage, such as the Fortress of São Sebastião, the small fortress of São Lourenço, the churches, the hospital, etc. In general, there has not been an inclusive and systematic conservation approach to macuti town, as it has been addressed on the stone and lime town. This has deepened the social differences and divisions between the two towns that constitute the island, as well as a negative impact on the OUV.
- c) There is a lack of conservation regulations, procedures and action regarding the macuti town traditional buildings, and its urban settlement infrastructures. The fact that the macuti town is located in a lower level of the island is an issue (fig. 59 to fig.

64, Annex 8), when addressing the improvement of infrastructure, especially considering that it is even missing proper sanitation (see fig. 43 to fig. 58, Annex 8). The lack of a conservation policy and of support for the macuti town conservation had as result the introduction of new materials and new forms (fig. 67 to fig. 74, Annex 8), and a general degradation expression regarding traditional buildings and materials (fig. 75 to fig. 82, Annex 8). As a result, there is a lack of consistent and systematic conservation approach, throughout the entire traditional settlement that constitutes the macuti town.

- d) The lack of a conservation and maintenance plan has a negative impact on the overall OUV of the island. Interventions have continuously been addressed throughout the stone and lime town, as well as on the classified heritage, by GACIM for at least a decade. Nevertheless, it lacks a proper maintenance strategy for the buildings that already had an intervention. As a result, 2 to 3 years following intervention, the restored buildings start revealing evidence of degradation, due to lack of use and existence of marine coast salts. This is very well observed at the fortress of São Sebastião (fig. 126 to fig. 129, Annex 8) and the Governor's House in the buffer zone (fig. 176, fig. 177, Annex 8). It is also important to develop a comprehensive approach towards maintenance planning as a continuous activity and not as a punctual act.
- e) There is a 4-level value classification of the entire stone and lime town and the island-classified heritage. The value system is associated to A, B, C and D categories (see map and categories in Annex 6). Buildings designated as A are considered the most important classified national heritage, therefore, interventions should be more rigorous and high-quality. The problem arises from the levels and types of intervention carried out in each category, as published in the Decree Nº 54/2016 of 28 November 2016, pp.1248-1249. In C and D categories, the façades have been conserved, but the interior of the building can be altered. Therefore, C and D categories constitute 89% of the built heritage of the stone and lime town. In these categories, it is allowed for "façadism" to be carried out, which means that only the façade is preserved and all the interior of the building is new and erected with different spatial organization and materials. Nothing unique and singular in a building that could contribute for the island's OUV is being preserved, except the building's façade. Decree Nº 54/2016 needs to be adapted to enhance the protection of category C and D buildings.
- f) It was in general noticed that GACIM does not hold enough authority to be able to stop irregular interventions. This has a strong impact on the future OUV of the island. Even after unpermitted construction was stopped, contractors and building-owners pay the penalties and continue construction, as the last word on the process belongs to the Municipality. This was observed in several sites with unpermitted construction that were visited by the mission team (see pp.159-163, in Annex 8). Some of the buildings were even concluded without GACIM's approval.
- g) Finally, worth mentioning are the large antennas located at the centre of the island (see fig. 19-20, Annex 8). These antennas have an impact on the visual integrity of the island. This issue was mentioned several times by the civil society, during different meetings, not just in terms of visual impact, but also the concerns regarding people's health impact due to its location in the island.

## **5 CONCLUSIONS AND RECOMMENDATIONS**

### **5.1 Overall conclusions**

#### **Conservation and Management Plan**

The development of the conservation and management plan (CMP) or of the Conservation Plan and the Management Plan for the Island of Mozambique has been a long process. The mission team recommends that a draft be prepared, in order to be revised by the different stakeholders, as soon as possible. Nevertheless, the mission team notes with satisfaction that the process capitalises on the internal dynamism to tap into potentials of the property. The UNESCO Office in Maputo is leading this new dynamism that embraces culture (and creative industry) in its broader perspective, under the SDG (Sustainable Development Goals). The National Commission for UNESCO and Directorate for Cultural Heritage are also committed with the idea that the CMP could be crafted along the vision that culture is an enabler and driver of sustainable development.

#### **Disaster Risk Management**

Considering the vulnerability of the State of Mozambique, it is very important for the Island of Mozambique to have Risk Management Plan dealing with cultural heritage, as well. The mission team has been informed of the initiative taken by the District of Mossuril to formulate a disaster preparedness plan in its “Territorial and Environment Rural Development Plan”. This document was not available, and it is difficult to judge the scope of the plan when it comes to cultural heritage. However the State Party should be aware that paragraph 172 of the *Operational Guidelines* invites it to submit such plans to the World Heritage Centre for review should there be any indication that such plans might have an impact on the OUV of the property. It has also noted as well that the discussion of risk preparedness has also strongly linked to the current process of the revision of the Conservation and Management Plan of the Island of Mozambique (CMP), thanks to this initiative, and the role of UNESCO Office in Maputo.

#### **Heritage Impact Assessment (HIA)**

Island of Mozambique does not have a mechanism for a Heritage Impact Assessment in place. Also the current system of management does not stipulate the necessity to conduct a Heritage Impact Assessment (HIA) to any kind of project to be realised within the Island of Mozambique or in its periphery. Two proposed projects, namely the Hotel Desportivo and the proposal of the company SOLNATUR justify the need to develop HIA mechanism to assist the local authorities on their judgement to deliver development permit. The local authorities can develop capacity and mechanism for conducting HIA with Mozambique, preferable under the National framework for impact assessment (IA) through institutions, which are dealing with Environment Impact Assessment (EIA). HIAs should be conducted on the proposed *Hotel Desportivo* and the SOLNATUR proposals following the 2011 Guidance on Heritage Impact Assessments for Cultural World Heritage Properties.

## **Buffer zone**

There is a need to demarcate and enlarge the buffer zone. The State Party has expressed this need and the World Heritage Committee has encouraged the endeavour. Apart from being a zone of “protection” or “enhancement”, the mission team has noted three elements that are important for the integrity of the property, namely the underwater heritage, cultural features (monuments) and ecological system of the Island. Today, different interpretations on how to demarcate the new buffer zone exist, but all of them accommodate the three elements. For a smooth management of the buffer zone, a strategy has to be derived on how GACIM should work with officers at both districts, namely Mossuril and Island of Mozambique.

## **Management**

The role of GACIM is very clear, with a comprehensive structure, stipulated by Decree nº28/2006 of 13 July 2006. Under the same decree, the local authorities have also established a Technical Commission with the following members: the Director of GACIM, its chief of Departments (represented by a member of GACIM staff), the Director of the Museum, a representative of the state, a representative of the Municipality, a representative of the Civil Society and a UNESCO representative in the island. If needed, the Director of GACIM can invite other persons to attend the meetings. The Technical Commission has all key members from local administration, stakeholders and community to support a strong, inclusive and objective decision to better manage the property. The mission team noted that the Technical Commission does perform but there is a room of improvement, especially with regards to the involvement of community from macuti area. The Commission should convene quarterly instead of biannual and increase the number of participants from macuti town to enhance dialogue and confidence of stakeholders. Regarding the issuing of construction permit, the Municipality should not have an overruling power on the decision of Technical Committee. The GACIM should have the last word on all matters related to Conservation.

## **Factors affecting the property**

The general state of the conservation of the property is of concern, especially considering, how the local authorities manage development pressure within the property. The mission team recommends that special measure to be taken to avoid negative impact from the development pressure. It encourages special effort to influence a development of tourism attraction within and around the macuti town area, to enhance inclusive economic growth and halt socio-spatial division within the property.

## **Public and Green Spaces**

The Island of Mozambique has many public spaces. The current initiative to improve them in collaboration with the private sector is recommended. This is a good initiative, but it should also be transparent for the general public to be aware. As for the macuti town area, the situation is different. A development strategy for quick and transformative impact is needed to change the image of this area. It is for the same reason that the mission team discourages the uses of its rare public space for other development needs.



## **5.2 Recommendation for additional actions to be taken by the State Party**

### **Additional action 1 - Heritage Impact Assessment (HIA)**

The mission team recommends the possibility to develop and attach a mechanism of HIA, under the National framework for Impact Assessment (IA), through institutions that are dealing with Environment Impact Assessment (EIA) and in line with the 2011 ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties .

### **Additional action 2 - Buffer zone**

As special program has to be develop with the authorities at district level, namely Mossuril and Island of Mozambique, so as to have a comment strategy on the development and protection of the buffer zone. As the buffer zone area also includes the Marine and Natural/Ecological zone, the mission team recommends a joint strategy of protection with the institutions dealing with environment and marine protection.

### **Additional action 3 - Management**

The mission team strongly recommends the following measure to enhance the function of the Technical Commission:

As stipulated in the decree, regular meetings should be convened quarterly, if possible, to discuss all decisions concerning development projects, within the property with the stakeholders and partners. A strong participation of community members from macuti area is encouraged. More capacity building should be addressed to better prepare GACIM staff. This means that high-standard training should be directed to GACIM staff in what concerns conservation and management of World Heritage. Also, it is fundamental to formally establish job requirements and individual duties, as at present GACIM staff is overloaded, as they are working with less people (a third of the human resources that they should have), and with a lack of crucial professional staff (as architects, engineers and archaeologists).

### **Additional action 4 - Factors affecting the property**

In particular, the mission team advises on the following:

A cultural tourism strategy is needed to ensure that the ambition of making the Island of Mozambique one of the important tourism destinations is well managed. With only 7,000 tourists per year, the mission team has already noted a kind of pressure and frustration, from local communities and even hoteliers themselves. Under this strategy, a special effort to influence development of tourism attraction within and around the macuti town area should be developed.

In addition, the mission team recommends also that a strong mobility strategy should be proposed within the CMP, before it becomes a serious threat to wellbeing of the local community, and its visitors. The trend of motorisation of the traffic within the Island is increasing and it will not stop. Already in 2009, the same observation was reported. It is well known that without a proper management, the motorization of traffic will affect the

experience of the pedestrian and the security of the vulnerable, especially children. Again, without a proper strategy to prioritise walkability and bicycling, the “safe-street-ambiance” of the property can be lost, quickly.

The local government is already implementing measures to reduce the population at the town area. The mission team recommends also that the question of population increase should be discussed with an objective to achieve equitable and sustainable development of the whole property. Today, it is also alarming to see the amount of ruins, empty houses and closed secondary residences in the stone and lime town area, while the whole discussion of population growth and population density is focusing on the crowdedness of the macuti town area. The property needs a comprehensive solution to this critical question.

The mission team commends the Government of Mozambique for relocating the faculty of architecture of the University of Lúrio within the stone and lime town area. It strongly believes that the planned re-adaptive use of closed houses within the stone and lime town area is a strategic tool to stop the spatial and social “division” within the Island of Mozambique. The mission team strongly encourages the local authorities to use the process of reviewing the CMP to discuss issues related to secondary houses to ensure a balance growth of population within the Island.

#### **Additional action 5 – Research**

The Island of Mozambique property needs to have more integrated research addressed. The Island of Mozambique has an enormous potential for the development of research in different levels with universities, research centres, NGOs, etc. Some partners have already been reached, and research and integrated training activities have evolved from there (e.g. underwater archaeology research). However, more research activities should be developed in areas, such as climate change (e.g. studding the bleaching of the coral); traditional economical activities (e.g. protecting and enhancing activities as traditional fishing); environmental sustainability (e.g. how to substitute the destruction of local coral that is being used for traditional lime wash; how to assure the preservation of local quotas of native fish); vernacular architecture (e.g. how to improve living conditions in vernacular dwellings and still preserve the use of natural and traditional materials); etc.

#### **Additional action 6 - Promotion**

The World Heritage property needs promotion to engage more national and international tourists and contribute to sustainable development. Promotion could be addressed through flyers, brochures, books, website, etc. The Local authority could also exploit the possibilities to use its monuments as venues for some events. The Fortress of São Sebastião and the Museum are example of the places that could be exploited for more cultural activities. The tourism sector in the country can be an important local partner. At the international level, a company like Stadsherstel (Amsterdam) could be an inspiration, where public and private institutions (entities) come together for the benefit of a city. The Stone town of Zanzibar has established a similar model of company known as Hifadhi-Zanzibar (which means safeguard Zanzibar) that can be related to the model of Stadsherstel.

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## 7 ANNEXES

### Annex 1 Retrospective Statement of Outstanding Universal Value (RSOUV)

Adopted in 2015 by Decision 39 COM 8.E

#### Brief Synthesis

The Island of Mozambique is a calcareous coral reef situated 4 km from the mainland coast in the entrance to the Mossuril Bay of the Indian Ocean in Nampula Province of the Republic of Mozambique. A bridge built in the 1960s joins the island to the mainland. The island forms an archipelago with two small-uninhabited islands, the Islands of Goa and Sena to the east.

The island communities are intimately associated with the history of navigation in the Indian Ocean as the island played a unique role in intercontinental trading links from the 10th century. Its international historic importance relates to the development and establishment of Portuguese maritime routes between Western Europe and the Indian subcontinent.

The Island of Mozambique has two different types of dwellings and urban systems. The stone and lime town of Swahili, Arab and European influences in the north half, and the macuti town (city of roofed palm leaves) of traditional African architecture in the south. The stone and lime town, with its administrative and commercial properties, was the first seat of the Portuguese colonial government that lasted from 1507 to 1898. Thereafter the capital was transferred to Lourenço Marques now Maputo. The urban fabric and fortifications of Mozambique Island are exceptional examples of architecture and building techniques resulting from cultural diversity, and the interaction of people of Bantu, Swahili, Arab, Persian, Indian and European origin.

The incredible architectural unity of the island derives from the uninterrupted use of the same building techniques with the same materials and the same decorative principles. The island's patrimony also includes its oldest extant fortress (St. Sebastian, 1558-1620), other defensive buildings and numerous religious buildings (including many from the 16th century).

**Criterion (iv):** *The town and the fortifications on the Island of Mozambique are an outstanding example of an architecture in which local traditions, Portuguese influences and, to a somewhat lesser extent, Indian and Arab influences are all interwoven.*

**Criterion (vi):** *The Island of Mozambique bears important witness to the establishment and development of the Portuguese maritime routes between Western Europe and the Indian sub-continent and thence all of Asia.*

#### Integrity

The boundaries encompass the whole of the Island of Mozambique. The other two islands of the archipelago are in the buffer zone. The boundary includes all the key attributes of outstanding universal value. However, the setting of the island is vulnerable and the buffer zone needs to be extended.

The important architectural attributes and masonry building techniques of the unused fortress, and the defensive, religious and administrative buildings remain in the stone and lime town although all require restoration. Many historic buildings are in a state of advanced decay with some in ruins.

In macuti town an enormous population influx that occurred during the 16 years war (1976-1992), has led to overcrowding and poverty, water supply and sanitation problems, erosion and the serious decay of buildings, the technical infrastructure and built environment. In the macuti town the scarcity and elevated costs of building materials have not been conducive to carrying out maintenance or improvements.

The state of conservation of the architectural heritage was not fully satisfactory at the time of the ICOMOS evaluation. In 2011 the conditions were even worse due to extreme population pressures. The integrity of the main island is highly vulnerable.

The island is also in the path of cyclones and much remedial work to the damaged buildings has been required as a result of the devastating 1994 storm.

### **Authenticity**

The existing houses and structures on the island provide evidence that the building materials and techniques are original. The majority of buildings that had administrative, commercial and military functions are still in the same general form and design of their period of construction but the conservation of a living monument, inter-twined with difficult socio-economic problems and changing demands on the urban fabric, requires a particularly sensitive approach.

Building upon and enhancing the remaining authentic nature of the property, a comprehensive study entitled 'An Agenda for Sustainable Human Development and Integral Conservation', with relevant recommendations that fully recognised the islands' remaining authenticity, was prepared following a detailed mission in 1996.

However, the traditional residences have changed in form and design in consequence of the different influences and evolving social and economic circumstances affecting the island. If the present development trends are not reversed, and its transformation through the use of modern building materials continues, there is a real possibility that the authenticity of the macuti town could be compromised. The overall authenticity of the property is highly vulnerable.

### **Protection and Management requirements**

Since 1878 local by-laws have restricted changes to the urban environment and, in principle, these are still valid. The list of Classified Historical Monuments drawn up by the former colonial Commission for Monuments and Historic Relics in Mozambique in 1943, and subsequent years, is presently being adjusted according to new criteria under the national Monument policy.

The Law for the Protection of the Mozambican Cultural Patrimony (Law No. 10/88) determines that the entire old town is explicitly classified as a urban ensemble , and that all buildings older than 1920 are classified as national cultural patrimony to be registered in the National Register for Cultural Heritage within the Ministry for Culture. Under that Law it is also defined duty of any holder of classified cultural patrimony to secure and maintain the property.

Since independence in 1975, the Mozambican Constitution stipulated building ownership whereby the conditions of use and profit are governed by the State. In 1976 all buildings for rent were nationalised and the Administração do Parque Imobiliário do Estado (APIE) ("State Housing Stock Administration") was established as being responsible for rent collection - of which 30% was intended to cover the APIE administration and building maintenance. However, this measure did not result given the overall challenges to be faced.

In 1975 the National Service of Museums and Antiquities was organised and, in 1977, a Brigade for the Conservation and Restoration of Ilha de Moçambique was established, followed by an Office for the Conservation and Restoration of Monuments in 1980. A cooperation programme began with Nordic countries in 1983 but this only lasted two years, due to the insecurity created by war situation.

The Law for the Protection of the Cultural heritage of Mozambique was passed in 1988 and declared automatically the whole island, as a national cultural heritage. The Ministry of Culture was formally identified as being responsible for the protection of the cultural heritage through the National Directorate for Cultural Heritage but this unit was abolished by 1996. However, the two Departments of Museums and Monuments continued to coordinate activities in the island.

In consequence of the detailed 1996 mission report findings in the "Programme for Sustainable Human Development and Integral Conservation", a jointly funded two-year international programme initiated a number of micro-projects in water and sanitation, tourism development, and heritage restoration.

Subsequent reporting missions in 2000, 2003, 2005, 2006, 2007, and especially that of 2010, revealed some positive progress had been made, including the setting up of a new Ministry for Culture with the re-establishment of the National Directorate for Cultural Heritage, and the tightening up of development controls. Echoing the other findings, the 2010 mission observed that much still remained to be done, particularly with regard to coordinating conservation works and training; halting the collapse of buildings; addressing the water supply and sewage disposal problems; the implementation of an emergency action plan; the provision of a responsible authority; the delineation of a buffer zone; and progress against previous mission findings.

In addition, in 2006 the Government approved a Special status for the island and created a Conservation Office that is now established, but in need of more specialized staff.

A management plan for the World Heritage property was finalized and approved by the Government of Mozambique in 2010, with support from different international partners, including UNESCO, African World Heritage Fund, and the Africa 2009 Programme. The plan will ensure the protection of both tangible and intangible aspects of the property and its buffer zone, through the formal recognition of traditional protection systems that have been in existence for decades, and other measures. A Technical Commission was also established for the island. A cooperation Programme with the World Heritage Centre is looking at how the management system might benefit from ideas within the Urban

Historical Landscape initiative and is also helping to delineate a buffer zone which needs to be submitted to the World Heritage Committee for approval.

The property is at a critical stage and there is a need to bring in multi-disciplinary expertise to assist in supporting a major initiative to foster sustainable development in the light of massive problems of over-crowding and threats to the built fabric and urban spaces.

## **Annex 2    Terms of Reference of the mission**

In response to the request of the World Heritage Committee at its 40th session in Istanbul (July 2016) for the State Party of Mozambique to invite a joint World Heritage/ICOMOS/ICCROM reactive monitoring mission to the Island of Mozambique (Decision 40 COM 7B.15), and the letter of invitation received by the Secretariat from the State Party on 8 December 2017, a joint mission shall visit the World Heritage property between 7 and 12 March 2018, and meet with national and local authorities, representatives of local communities and other relevant stakeholders, in order to:

1. As requested by the Committee, evaluate the progress made on the revision of the Conservation and Management Plan, or [if draft available] Examine the draft Conservation and Management Plan and the corresponding Action Plan, foreseen to be adopted in February 2018 (tbc), with a particular attention on measures to address:
  - disaster preparedness,
  - population increase on the island,
  - continued strengthening of the Conservation Office of Mozambique Island (GACIM),
  - coordination between various institutional stakeholders,
  - more interaction with partners for technical assistance and fundraisingand formulate recommendations for revisions or actions where necessary or appropriate;
2. Assess the proposal for the revision of the Buffer Zone as annexed to the State of Conservation Report submitted to the World Heritage Centre on 8 December 2017 in conformity with Paragraph 107 of the *Operational Guidelines*;
3. Assess the progress made by the State Party to update legislation for the protection and conservation of the property;
4. Following the technical review by ICOMOS concerning the Hotel Desportivo project in October 2017, assess the application of the recommendations made to the project in accordance with Paragraph 172 of the *Operational Guidelines*;
5. Based on the information received in the Progress report of February 2017 and the State of Conservation report of December 2017, assess :
  - the interventions carried out on the rehabilitation of the Mozambique Island Hospital;
  - the project proposal by the company SOLNATUR for the São Lourenço Fortress, as submitted to the National Directorate of Cultural Heritage in September 2017 and the potential of the project to impact adversely on the Outstanding Universal Value (OUV) of the property, including its authenticity or integrity, in accordance with Paragraph 172 of the *Operational Guidelines*.

With regard to these projects, consider how Heritage Impact Assessment (HIA) in conformity with Paragraph 110 of the *Operational Guidelines* could have helped the development of these projects, and discuss how HIAs can be undertaken as part of planning processes;

6. Assess any other development projects that may have the potential to impact adversely on the OUV of the property, including its authenticity or integrity, in accordance with Paragraph 172 of the *Operational Guidelines*;
7. Evaluate the overall state of conservation of the property and the effectiveness of the protection and management regimes, including, in relation to Macuti Town, consideration of:
  - sanitation, especially on the beaches,
  - the phenomenon of abandoning traditional building techniques due to lack of macuti and changes in lifestyle, and efforts made to revive this tradition through education and awareness-raising programmes.
8. Provide recommendations for measures to address threats or vulnerabilities.

Prepare a joint mission report, following the attached format, in English or French, for review by the World Heritage Committee at its 42nd session (Manama, 2018).

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



### Annex 3 Itineraries and Programme of the mission

| Day                    | Time        | Activity   | Venue  |
|------------------------|-------------|--|--|
| Tuesday 6 March 2018   | 14h50       | Departure of Muhammad Juma from Zanzibar to Nampula through Dar-es-Salaam and Johannesburg                         | Night on plane   |
|                        | 16h45       | Departure of Mariana Correia from Porto to Nampula through Frankfurt and Johannesburg                              |  |
|                        | 18h30       | Departure of Laura Frank from Paris to Nampula through Frankfurt and Johannesburg                                  |  |
| Wednesday 7 March 2018 | 14h30       | Arrival of the Joint Reactive Monitoring Mission at Nampula Airport, Mozambique                                    |  |
|                        | 15h30-18h30 | Travel by car from Nampula to the Island   |  |
|                        | 18h30       | Arrival in the Island of Mozambique  | Hotel Feitoria<br>Rua Amílcar Cabral, Bloco 16, nº17. Ilha de Moçambique |
|                        | 19h00       | Cultural moment (local dance and singing)  | GACIM  |
|                        | 19h30       | Meeting with GACIM for general introduction, presentation of the report, and confirmation of the programme of work | GACIM  |
| Thursday 8 March       | 8h00        | Meeting with GACIM   | Conservation Office of the Island of Mozambique (GACIM)                  |
|                        | 9h00        | Visit to the Customs Building  | Customs Building   |
|                        | 9h30        | Visit to the Pier Bridge - Ponte de Cais   | Ponte de Cais  |
|                        | 10h30       | Visit to the Museum of the Island of Mozambique  | Museum Building  |
|                        | 12h00       | Meeting with the representative of His Excellency the Mayor of the City Council of the Island of Mozambique        | Office of the Mayor of the Municipal Council                             |
|                        | 14h00       | Visit to the Desportivo Complex  | At the Desportivo building   |
|                        | 15h00       | Visit to the Fortress of São Sebastião   | Fortress   |
|                        | 16h30       | Visit to Macuti Town   | Macuti Town  |
| Friday 9 March         | 7h00        | Departure for Mossuril District by car   |  |
|                        | 9h00        | Visit to the Slave Ramp  | Mossuril District  |
|                        | 10h00       | Visit to the First Church  | Mossuril District  |
|                        | 11h00       | Visit to the Palace of the Governors   | Mossuril District  |
|                        | 12h00       | Meeting with the Permanent Secretary of the Mossuril District  | Official Building in Mossuril  |
|                        | 14h00       | Visit to the School of Mossuril  | Mossuril   |
|                        | 15h00       | Return to the Island of Mozambique by car  |  |
|                        | 17h00       | Visit and Meeting at the Hospital of the Island of Mozambique  | Hospital   |
|                        | 19h00       | Meeting with the Architect of Desportivo Complex   | Villa Sands  |
| Saturday 10 March      | 8h00        | Visit to a rehabilitated house   | Stone town   |
|                        | 9h00        | Meeting with the civil society/local community   | GACIM  |
|                        | 12h00       | Meeting with researchers of Underwater Archaeology   | Escondidinho Guest House   |
|                        | 14h00       | Visit by boat around the Island of Mozambique  | Sea  |
|                        | 16h00       | Visit (from the boat) the São Lourenço Fortress  | Sea  |
|                        | 17h00       | Visit to development projects in the Stone and Lime town   | Stone town   |
|                        | 20h00       | Meeting with GACIM   | Feitoria hotel   |

|                     |       |   |  |
|---------------------|-------|---|--|
|                     |       |   |  |
| Sunday<br>11 March  | 8h00  | Departure for Nampula airport by car  | Mossuril District  |
|                     | 14h00 | Airflight TM0191 from Nampula to Maputo   | Nampula-Maputo   |
|                     | 17h30 | Visit to the Matola Monument and Interpretation Centre  | Matola   |
|                     | 21h00 | Hotel in Maputo   | Hotel Atlantis, Cidade de Maputo<br>Av.24 de Julho, nº1663 |
|                     |       |   |  |
| Monday<br>12 March  | 9h00  | Meeting with UNESCO Office in Maputo  | UNESCO Office in Maputo                                    |
|                     | 10h30 | Meeting with National Commission for UNESCO   | National Commission for<br>UNESCO                          |
|                     | 11h30 | Meeting with the Faculty of Architecture and Physical Planning of Eduardo Mondlane University (UEM) | Architecture Faculty at Eduardo<br>Mondlane University     |
|                     | 14h00 | Meeting with the Department of Archaeology and Anthropology - UEM                                   | Archaeology Faculty at Eduardo<br>Mondlane University      |
|                     | 16h00 | Meeting with the National Directorate of Cultural Heritage  | Ministry of Culture, Av.10 de<br>Novembro                  |
|                     |       |   |  |
| Tuesday<br>13 March | 7h30  | Departure of Muhammad Juma from Maputo to Zanzibar through Johannesburg and Dar-es-Salaam           | Night on plane<br>Arrival on 14 March                      |
|                     | 15h40 | Departure of Laura Frank from Maputo to Paris through Johannesburg and Zurich                       |  |
|                     | 15h40 | Departure of Mariana Correia from Maputo to Porto through Johannesburg and Frankfurt                |  |
|                     |       |   |  |

#### Annex 4 Composition of the mission team

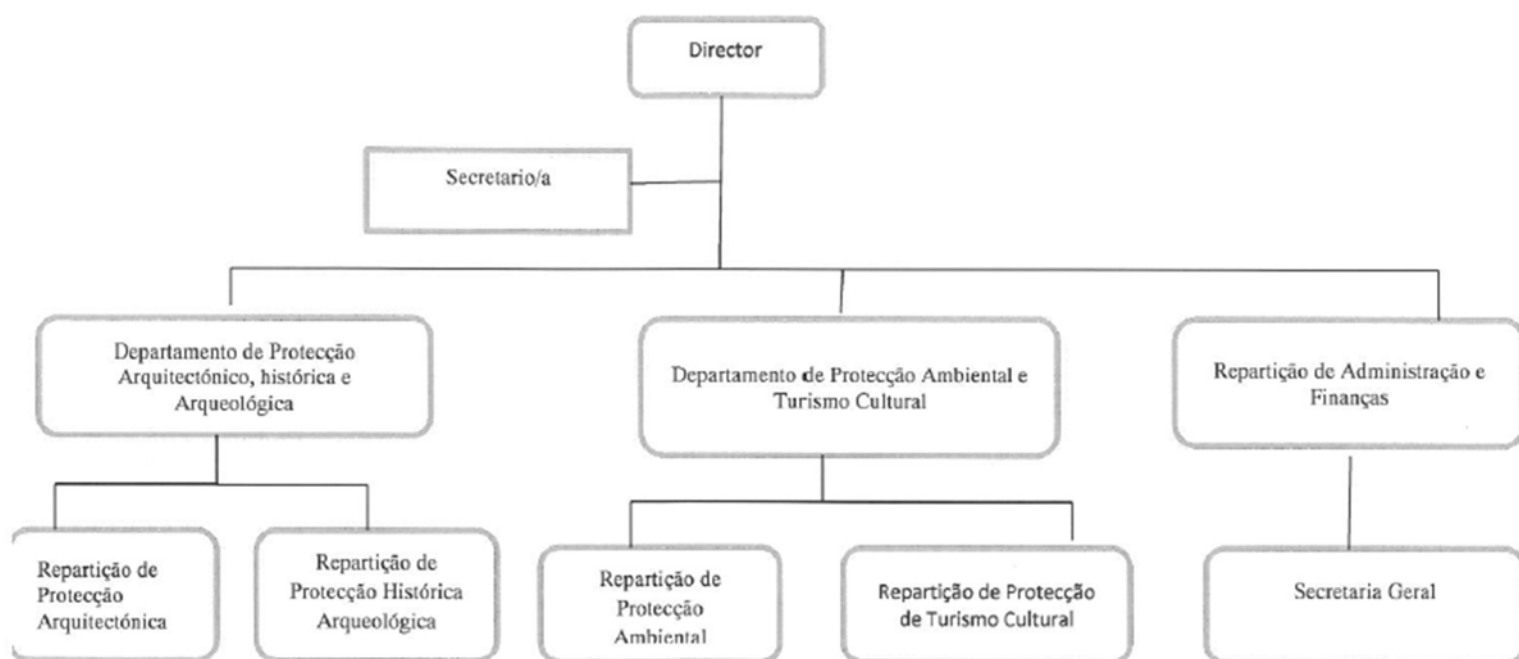
The mission team and the authors of this report are:

Ms Mariana Correia, Architect, International Council on Monuments and Sites (ICOMOS)

Ms Laura Frank, Associate Programme Officer, World Heritage Centre, UNESCO

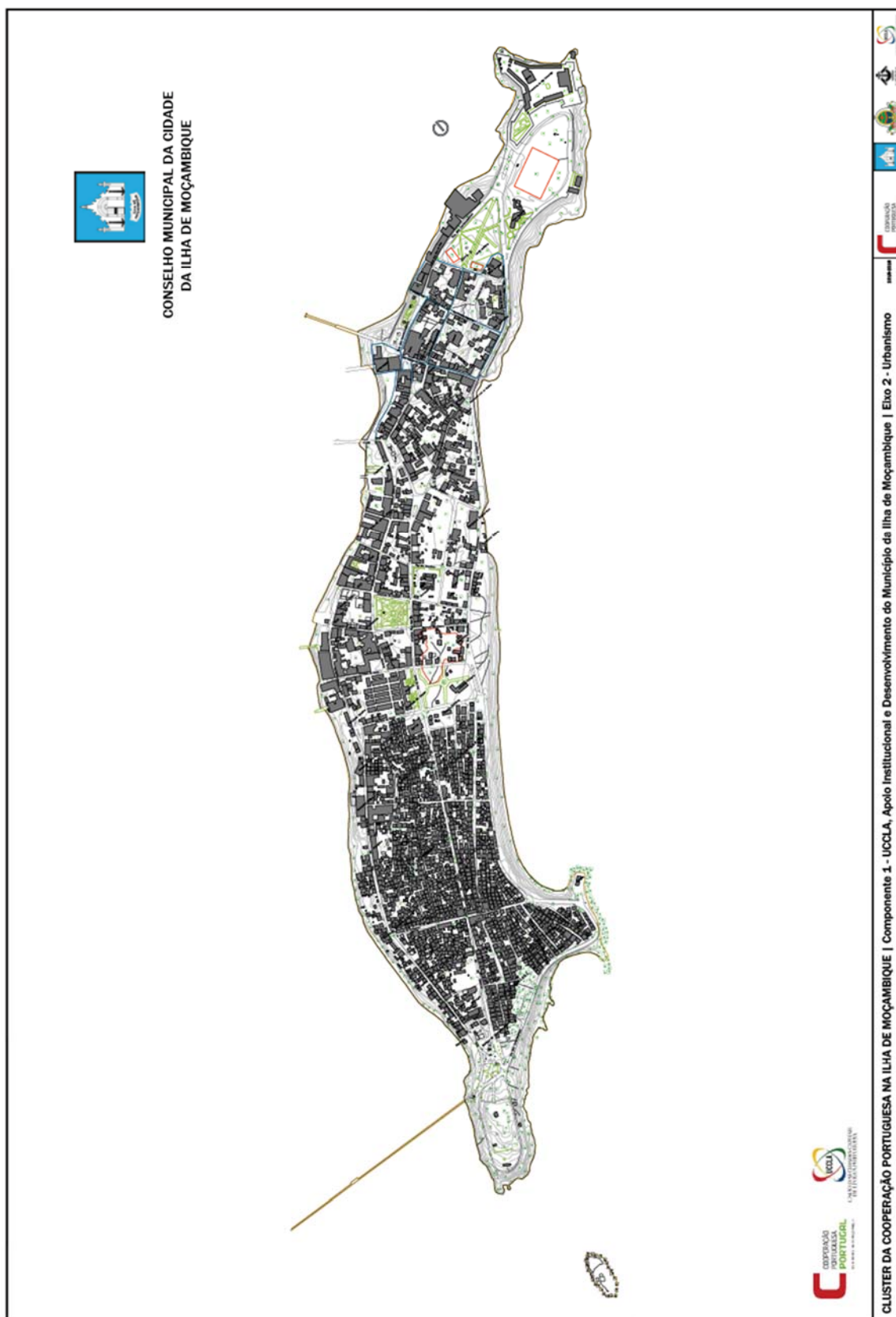
Mr Muhammad Juma, Architect, International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM)

#### Annex 5 Organogram of GACIM

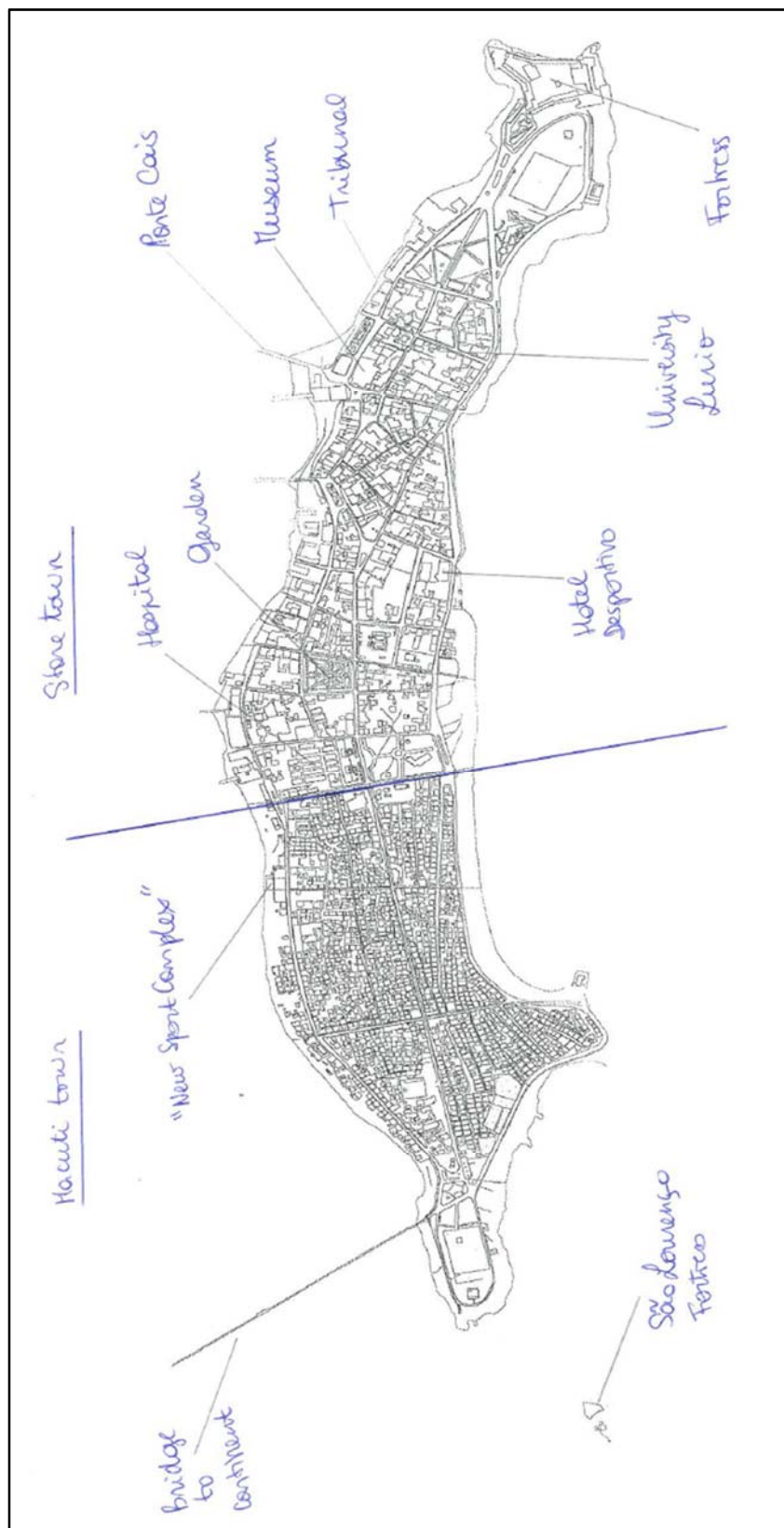


## Annex 6 Maps

### 1. Island of Mozambique



## 2. Main buildings linked to the report



**3. Delimitation of the Buffer Zone approved at inscription in 1991**





**4. Delimitation of the Buffer Zone proposed in 2011**



**5. Delimitation of the proposed Buffer Zone in 2017**

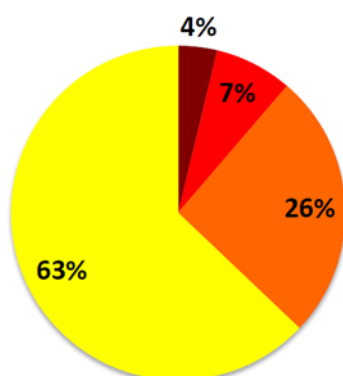




## 6. Classified buildings from the Stone and Lime town



■ A ■ B ■ C ■ D



**Annex 7 Detailed list of people met during the mission**

| Name   | Function   | Contact- email   | Phone number            |
|--|--|--|-------------------------|
| <b>GACIM (Gabinete de Conservação da Ilha de Moçambique)</b> |  |  |                         |
| Mr Celestino Girimula  | Director   | <a href="mailto:c.girimula@yahoo.com.br">c.girimula@yahoo.com.br</a>                   | Tel: + 258 84 527 02 35 |
| Agostinho Mabota   | Department for the Protection of Architecture, History and Archaeology | <a href="mailto:mabota77@gmail.com">mabota77@gmail.com</a>                             | Tel: + 258 841782264    |
| Claudio Zunguene   | Department for the Protection of Architecture, History and Archaeology | <a href="mailto:claudiozungue@gmail.com">claudiozungue@gmail.com</a>                   |                         |
| Manhunha Domingos Bolacha                                    | Interpreter  |  |                         |
| Luísa de Sousa Artur   | Chief of Administrative and Financial Division                         | <a href="mailto:luisaartur1981@gmail.com">luisaartur1981@gmail.com</a>                 | Tel: + 258 842904749    |
| Luísa Joana Almeida  | Chief of the Department of Environment Protection and Cultural Tourism | <a href="mailto:maninhacece2014@gmail.com">maninhacece2014@gmail.com</a>               | Tel: + 258 844762879    |
| Teresa da Conceição Viana                                    | Technician, Department of Environment Protection and Cultural Tourism  | <a href="mailto:teresadaconceicaoviana@gmail.com">teresadaconceicaoviana@gmail.com</a> | Tel: + 258 842660755    |
| Rajabo Mussa   | Technician, Department of Administrative and Financial Division        | <a href="mailto:rajabomussa23@gmail.com">rajabomussa23@gmail.com</a>                   | Tel: + 258 842091409    |
| Salma Zainadine Madi   | Collaborator   | <a href="mailto:szainadine@hotmail.com">szainadine@hotmail.com</a>                     | Tel: + 258 846270997    |
| Filipe Alage   | Intern   | <a href="mailto:alagefilipe@gmail.com">alagefilipe@gmail.com</a>                       |                         |
| <b>Museum Island of Mozambique</b>                           |  |  |                         |
| Silvério João Nauaito  | Director   | <a href="mailto:nauaito@yahoo.com.br">nauaito@yahoo.com.br</a>                         | tel: + 258 82 425 84 90 |
| José Andrade   | Guide, conservation and restoration                                    | <a href="mailto:jandrades81@yahoo.com.br">jandrades81@yahoo.com.br</a>                 | tel: + 258 84 266 61 45 |
| <b>Customs Building of the Island of Mozambique</b>          |  |  |                         |
| Eusébio Piloto Coelho  | Director   | <a href="mailto:coelhoep@yahoo.com.br">coelhoep@yahoo.com.br</a>                       |                         |
| <b>Municipality -Island of Mozambique</b>                    |  |  |                         |
| Amade Chande   | Representative of the Mayor - Infrastructure and urbanism              | <a href="mailto:amadechande.ac@gmail.com">amadechande.ac@gmail.com</a>                 | Tel: + 258 84 546 33 01 |
| Abdulcarimo Abacar Arera                                     | Director of the urban services   |  | Tel: + 258 84 73 29 420 |
| Ussenei Mussa  | Urbanist - GPS specialist  |  | Tel: +258 87 127 74 46  |
| Dàaudio Juma   | Urbanist   |  | Tel: + 258 84 777 78 89 |
| Juma Momade  | Urbanist   |  | Tel: + 258 84 481 98 12 |
| <b>Mossuril District</b>                                     |  |  |                         |
| Alfredo Catine Maxlhaieie                                    | Permanent Secretary of the District                                    |  |                         |
| Francisco Manuel Pilima                                      | Chief of Culture of the District                                       |  |                         |
| <b>Civil society-Island of Mozambique</b>                    |  |  |                         |
| Carla Magalhães  | Casa Branca, Mooxeleliya   |  |                         |
| Flora Magalhães  | Casa Branca, Mooxeleliya   |  |                         |

|   |  |  |  |
|---|--|--|--|
| Antoine Millerious                          | O Escondidinho Guest House   | <a href="mailto:escondidinho.reservas@gmail.com">escondidinho.reservas@gmail.com</a><br><a href="mailto:ilhatur@teledata.mz">ilhatur@teledata.mz</a>   | tel: + 258 84 389 86 28<br>+ 258 84 35 42 070        |
| Vasco Ribeiro                               | Portuguese Cooperation   |  |  |
| Bruno Musti                                 | Garden of Aloes B&B  | <a href="mailto:jardim.aloes@gmail.com">jardim.aloes@gmail.com</a>   | tel: + 258 84 213 1488                               |
| Adamo Braimo                                | Secretário Bairro Malangonha   |  |  |
| Raibo Mussa                                 | Secretário Bairro Macaribe   |  |  |
| Mussouge Faquiro                            | Secretário Bairro Museu  |  |  |
| Ibraimo Antonio Mahando                     | Lider Religioso Conselho Islamies  |  |  |
| Martinho Caroha                             | Secretário Bairro de Aeral Ilha  |  |  |
| Tomas Gaita                                 | Secretário Bairro Litine Ilha  |  |  |
| Amissi Oussen                               | Regulu Meoribo   |  |  |
| Muanjuma Abacar                             | Secretaria Bairro Unidade  |  |  |
| Hafiz Jamu                                  | Confraria Muçulmana Qadinya Baghdad  | <a href="mailto:hafizjamu@hotmail.com">hafizjamu@hotmail.com</a>   | tel: + 258 82 60 559 92                              |
| Underwater Heritage - Island of Mozambique  |  |  |  |
| Ricardo Duarte                              | Archaeologist  | <a href="mailto:rmtduarte@gmail.com">rmtduarte@gmail.com</a>   | tel: + 258 84 244 48 98                              |
| Yolanda Pinto Duarte                        | Archaeologist  | <a href="mailto:yolandampinto@gmail.com">yolandampinto@gmail.com</a>   | tel: + 258 84 244 48 99                              |
| Momade Osumane                              | Associação dos Pequenos Empresários Turísticos da Ilha de Moçambique       | <a href="mailto:dinhodailha@yahoo.com.br">dinhodailha@yahoo.com.br</a>   | tel: + 258 846015780                                 |
| Development projects - Island of Mozambique |  |  |  |
| Yorick Houdayer                             | Architect - Mozambique Island Hospital - Consultant for José Forjaz, Arqs. | <a href="mailto:yorickhoudayer@gmail.com">yorickhoudayer@gmail.com</a>   | tel: + 258 84 300 99 55                              |
| Muhammad Cassimo                            | Architect - Mozambique Island Hospital - Consultant for José Forjaz, Arqs. | <a href="mailto:mcassimo@yahoo.com.br">mcassimo@yahoo.com.br</a>   | tel: + 258 84 900 99 17                              |
| Markus Antmann                              | Architect - Hotel Desportivo   | <a href="mailto:marcus.atuman70@gmail.com">marcus.atuman70@gmail.com</a>   | tel: + 258 84 605 19 85                              |
| UNESCO Office in Maputo                     |  |  |  |
| Djaffar Moussa-Elkadhum                     | Head of Office and UNESCO Representative                                   | <a href="mailto:b.moussa-elkadhum@unesco.org">b.moussa-elkadhum@unesco.org</a>   | Tel: +258-823000499                                  |
| Ofélia da Silva                             | National Officer for Culture   | <a href="mailto:o.da-silva@unesco.org">o.da-silva@unesco.org</a>   | Tel: +258823154650/660                               |
| National Commission for UNESCO              |  |  |  |
| Elia dos Anjos Vaz Bila                     | General Secretary  | <a href="mailto:ebila.natcom@tycabo.co.mz">ebila.natcom@tycabo.co.mz</a><br><a href="mailto:elia.bila@mined.gov.mz">elia.bila@mined.gov.mz</a>   | tel: + 258 82 31 95 450<br>tel: + 258 84 31 400 50   |
| Paulino RICARDO                             | Senior Programme Officer for Culture, Documentation and Information        | <a href="mailto:cdocnum@zebra.uem.mz">cdocnum@zebra.uem.mz</a><br><a href="mailto:pricardo.natcom@tvcabo.co.mz">pricardo.natcom@tvcabo.co.mz</a><br><a href="mailto:moznatcom@tvcabo.co.mz">moznatcom@tvcabo.co.mz</a> | tel : +25821493385<br>+258842173651<br>+258828237240 |
| Universities-Maputo                         |  |  |  |

|   |   |  |                        |
|---|---|--|------------------------|
| Luis Eugénio da Silva Lage                                | Architect, Eduardo Mondlane University - Department of Architecture and Physical Planning       | <a href="mailto:genasl@hotmail.com">genasl@hotmail.com</a>   | tel: + 258 82 395 1570 |
| Julio Carrilho  | Architect, Eduardo Mondlane University - Department of Architecture and Physical Planning       |  |                        |
| Hilario Madiquida   | Archaeologist, Eduardo Mondlane University - Head of Department of Archaeology and Anthropology | <a href="mailto:hmadiquida@yahoo.com">hmadiquida@yahoo.com</a>   |                        |
| National Directorate of Cultural Heritage (DNPC) - Maputo |   |  |                        |
| Célio Tiane   | Director of DNPC  | <a href="mailto:celiotiane@gmail.com">celiotiane@gmail.com</a><br><a href="mailto:celiotiane2001@yahoo.com.br">celiotiane2001@yahoo.com.br</a> | Tel: +258 82 764 0240  |
| Celestino Siane   | Director of the Department of Focal point in DNPC   | <a href="mailto:celestinosiane@gmail.com">celestinosiane@gmail.com</a>   | Tel: + 258 84 458 4808 |

## **Annex 8    Photographic Record**





001\_Arrival and GACIM meeting.JPG



002\_Arrival and GACIM meeting.JPG



003\_Arrival and GACIM meeting.JPG



004\_Arrival and GACIM meeting.JPG



005\_Arrival and GACIM meeting.JPG



006\_Arrival and GACIM meeting.JPG



007\_Arrival and GACIM meeting.JPG



008\_Arrival and GACIM meeting.JPG



Photo credits: Mariana Correia, Laura Frank, Muhammad Muhammad Juma



009\_Stone and lime town\_actual state.JPG



010\_Stone and lime town\_actual state.JPG



011\_Stone and lime town\_actual state.JPG



012\_Stone and lime town\_actual state.JPG



013\_Stone and lime town\_actual state.JPG



014\_Stone and lime town\_actual state.JPG



015\_Stone and lime town\_actual state.JPG



016\_Stone and lime town\_actual state.JPG



017\_Stone and lime town\_actual state.JPG



018\_Stone and lime town\_actual state.JPG

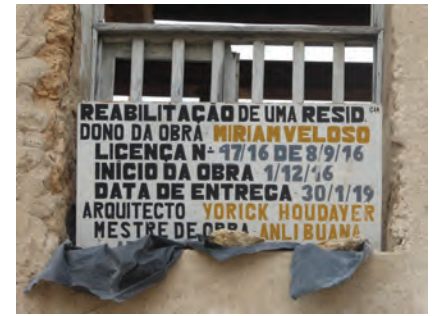




019\_Stone and lime town\_Antenna\_Visual integrity.JPG



020\_Stone and lime town\_Antenna\_Visual Integrity.JPG



021\_Stone and lime town\_Building under intervention.JPG



022\_Stone and lime town\_Building under intervention.JPG



023\_Stone and lime town\_Building under intervention.JPG



024\_Stone and lime town\_Building under intervention.JPG



025\_Stone and lime town\_Building under intervention.JPG



026\_Stone and lime town\_Building under intervention.JPG



027\_Stone and lime town\_Building under intervention.JPG



028\_Stone and lime town\_Building under intervention.JPG



029\_Stone and lime town\_Building under intervention.JPG



030\_Stone and lime town\_Building under intervention.JPG





031\_Stone and lime town\_restored buildings.JPG



032\_Stone and lime town\_restored buildings.JPG



033\_Stone and lime town\_restored buildings.JPG



034\_Stone and lime town\_restored buildings.JPG



035\_Stone and lime town\_restored buildings.JPG



036\_Stone and lime town\_restored buildings.JPG



037\_Stone and lime town\_restored buildings\_Hotel Feitoria.JPG



038\_Stone and lime town\_restored buildings\_Hotel Feitoria.JPG



039\_Stone and lime town\_restored buildings\_Shop.JPG



040\_Stone and lime town\_restored buildings\_Shop.JPG



041\_Stone and lime town\_restored buildings\_Coffee.JPG



042\_Stone and lime town\_restored buildings\_GACIM project.JPG



Photo credits: Mariana Correia, Laura Frank, Muhammad Muhammad Juma



043\_Macuti town\_lack of sanitation and living conditions.JPG



044\_Macuti town\_lack of sanitation and living conditions.JPG



045\_Macuti town\_lack of sanitation and living conditions.JPG



046\_Macuti town\_lack of sanitation and living conditions.JPG



047\_Macuti town\_lack of sanitation and living conditions.JPG



048\_Macuti town\_lack of sanitation and living conditions.JPG



049\_Macuti town\_lack of sanitation and living conditions.JPG



050\_Macuti town\_lack of sanitation and living conditions.JPG



Photo credits: Mariana Correia, Laura Frank, Muhammad Muhammad Juma



051\_Macuti town\_lack of sanitation and living conditions.JPG



052\_Macuti town\_lack of sanitation and living conditions.JPG



053\_Macuti town\_lack of sanitation and living conditions.JPG



054\_Macuti town\_lack of sanitation and living conditions.JPG



055\_Macuti town\_lack of sanitation and living conditions.JPG



056\_Macuti town\_lack of sanitation and living conditions.JPG



057\_Macuti town\_lack of sanitation and living conditions.JPG



058\_Macuti town\_lack of sanitation and living conditions.JPG



Photo credits: Mariana Correia, Laura Frank, Muhammad Muhammad Juma



059\_Macuti town\_lower level.JPG



060\_Macuti town\_lower level.JPG



061\_Macuti town\_lower level.JPG



062\_Macuti town\_lower level.JPG



063\_Macuti town\_lower level.JPG



064\_Macuti town\_lower level.JPG



065\_Macuti town\_Planned area for new Complexo Desportivo.JPG



066\_Macuti town\_Planned area for new Complexo Desportivo.JPG



Photo credits: Mariana Correia, Laura Frank, Muhammad Muhammad Juma



067\_Macuti town\_new forms and materials.JPG



068\_Macuti town\_new forms and materials.JPG



069\_Macuti town\_new forms and materials.JPG



070\_Macuti town\_new forms and materials.JPG



071\_Macuti town\_new forms and materials.JPG



072\_Macuti town\_new forms and materials.JPG



073\_Macuti town\_new forms and materials.JPG



074\_Macuti town\_new forms and materials.JPG



Photo credits: Mariana Correia, Laura Frank, Muhammad Muhammad Juma



075\_Macuti town\_traditional buildings and materials.JPG



076\_Macuti town\_traditional buildings and materials.JPG



077\_Macuti town\_traditional buildings and materials.JPG



078\_Macuti town\_traditional buildings and materials.JPG



079\_Macuti town\_traditional buildings and materials.JPG



080\_Macuti town\_traditional buildings and materials.JPG



081\_Macuti town\_traditional buildings and materials.JPG



082\_Macuti town\_traditional buildings and materials.JPG



Photo credits: Mariana Correia, Laura Frank, Muhammad Muhammad Juma



084\_Macuti town\_walking paths and little public space.JPG



085\_Macuti town\_walking paths and little public space.JPG



086\_Macuti town\_walking paths and little public space.JPG



087\_Macuti town\_walking paths and little public space.JPG



088\_Macuti town\_walking paths and little public space.JPG



089\_Macuti town\_walking paths and little public space.JPG



090\_Macuti town\_walking paths and little public space.JPG



091\_Macuti town\_walking paths and little public space.JPG



092\_Macuti town\_walking paths and little public space.JPG

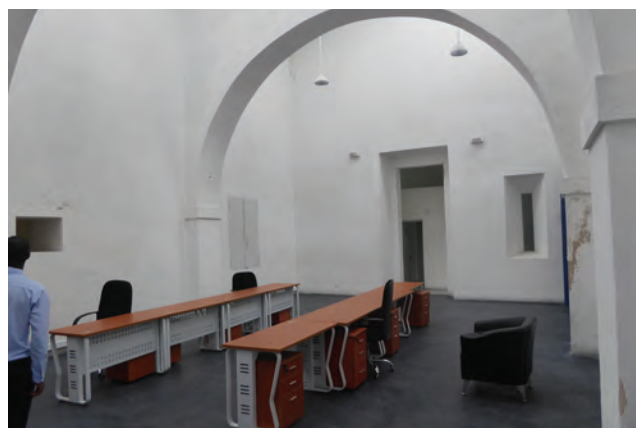


093\_Macuti town\_walking paths and little public space.JPG





094\_Visit to 'Antigas Alfandegas'.JPG



095\_Visit to 'Antigas Alfandegas'.JPG



096\_Visit to 'Antigas Alfandegas'.JPG



097\_Visit to 'Antigas Alfandegas'.JPG



098\_Visit to 'Antigas Alfandegas'.JPG



099\_Visit to 'Antigas Alfandegas'.JPG



100\_Visit to 'Antigas Alfandegas'.JPG



101\_Visit to 'Antigas Alfandegas'.JPG



Photo credits: Mariana Correia, Laura Frank, Muhammad Muhammad Juma



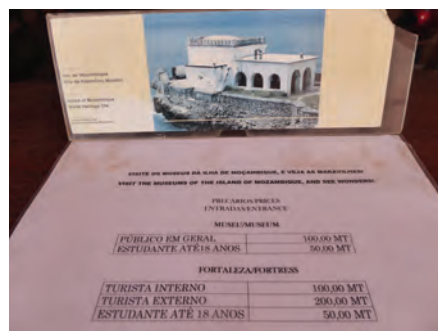
102\_Visit to the island Museum.JPG



103\_Visit to the island Museum.JPG



104\_Visit to the island Museum.JPG



105\_Visit to the island Museum.JPG



106\_Visit to the island Museum.JPG



107\_Visit to the island Museum.JPG



108\_Visit to the island Museum.JPG



109\_Visit to the island Museum.JPG



110\_Visit to the island Museum.JPG



111\_Visit to the island Museum.JPG



112\_Fortress of Sao Sebastiao.JPG



113\_Fortress of Sao Sebastiao.JPG



114\_Fortress of Sao Sebastiao.JPG



115\_Fortress of Sao Sebastiao.JPG



116\_Fortress of Sao Sebastiao.JPG



117\_Fortress of Sao Sebastiao.JPG



118\_Fortress of Sao Sebastiao.JPG



119\_Fortress of Sao Sebastiao.JPG





120\_Fortress of Sao Sebastiao.JPG



121\_Fortress of Sao Sebastiao.JPG



122\_Fortress of Sao Sebastiao.JPG



123\_Fortress of Sao Sebastiao.JPG



124\_Fortress of Sao Sebastiao.JPG



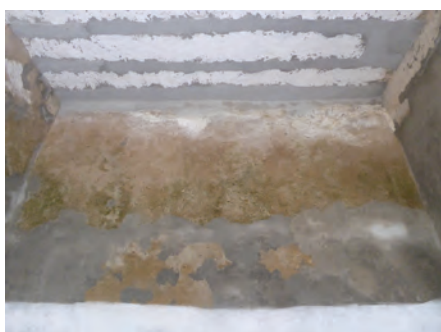
125\_Fortress of Sao Sebastiao.JPG



126\_Fortress of Sao Sebastiao.JPG



127\_Fortress of Sao Sebastiao.JPG



128\_Fortress of Sao Sebastiao.JPG



129\_Fortress of Sao Sebastiao.JPG





130\_Small fortress of Sao Lourenco.JPG



131\_Small fortress of Sao Lourenco.JPG



132\_Small fortress of Sao Lourenco.JPG



133\_Small fortress of Sao Lourenco.JPG



134\_Small fortress of Sao Lourenco.JPG



135\_Small fortress of Sao Lourenco.JPG



136\_Small fortress of Sao Lourenco.JPG



137\_Small fortress of Sao Lourenco.JPG





138\_Old Complexo Desportivo.JPG



139\_Old Complexo Desportivo.JPG



140\_Old Complexo Desportivo.JPG



141\_Old Complexo Desportivo.JPG



142\_Old Complexo Desportivo.JPG



143\_Old Complexo Desportivo.JPG



144\_Old Complexo Desportivo.JPG



145\_Old Complexo Desportivo.JPG



146\_Old Complexo Desportivo.JPG



147\_Old Complexo Desportivo.JPG



REPUBLICA DE MOÇAMBIQUE  
MINISTÉRIO DA SAÚDE

Reabilitação do Hospital da Ilha de  
Moçambique  
Província da Namúlia

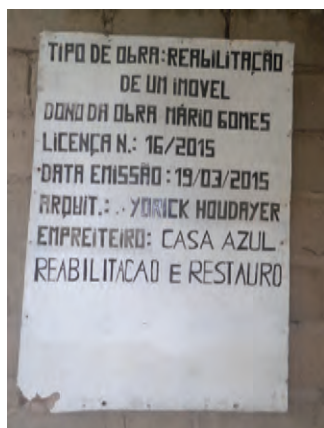
|                              |  |
|------------------------------|--|
| DONO DA OBRA:                | MINISTÉRIO DA SAÚDE                                |
| FINANCIAMENTO:               | ORÇAMENTO DO ESTADO                                |
| PROJECTO E FISCALIZAÇÃO:     | ZAVI SAZ & ASSOCIADOS                              |
| EMPREITEIRO:                 | COTA Engenharia                                    |
| ALVARÁ:<br>778/OP/1038Q/2014 | LICENÇA DA OBRA Nº<br>PRazo DE EXatÇÃO<br>11 MESES |

A photograph of a large, multi-story, weathered building with a balcony, showing signs of decay and neglect. The building has a light-colored facade with dark, peeling paint and numerous windows, some of which are boarded up or missing. A balcony with a metal railing runs along the upper floor, and laundry is hanging on it. The building is surrounded by a low wall and some greenery, including a large bush in the foreground. The sky is overcast.

A photograph showing the interior of a large, historic stone building that has been restored. The structure features a new, dark steel roof with a series of diagonal bracing beams. The walls are made of rough-hewn, light-colored stone and are punctuated by a series of arched windows. The floor is a smooth, light-colored concrete. The perspective is from inside the building, looking down a long corridor towards the far end.

155\_Visit to Hospital Distrital.JPG





156\_Unpermitted construction\_site A.JPG



157\_Unpermitted construction\_site A.JPG



158\_Unpermitted construction\_site A.JPG



159\_Unpermitted construction\_site A.JPG



160\_Unpermitted construction\_site A.JPG



161\_Unpermitted construction\_site A.JPG



162\_Unpermitted construction\_site A.JPG



163\_Unpermitted construction\_site A.JPG



164\_Unpermitted construction\_site B.JPG



165\_Unpermitted construction\_site B.JPG



166\_Unpermitted construction\_site B.JPG



167\_Unpermitted construction\_site B.JPG

Photo credits: Mariana Correia, Laura Frank, Muhammad Muhammad Juma



168\_Buffer zone\_Nampula district.JPG



169\_Buffer zone\_Slave ramp.JPG



170\_Buffer zone\_Slave ramp.JPG



171\_Buffer zone\_Slave ramp.JPG



172\_Buffer zone\_First church-XVI cent.JPG



173\_Buffer zone\_First church-XVI cent.JPG



174\_Buffer zone\_Governor's Palace.JPG



175\_Buffer zone\_Governor's Palace.JPG



176\_Buffer zone\_Governor's Palace.JPG



177\_Buffer zone\_Governor's Palace.JPG



Photo credits: Mariana Correia, Laura Frank, Muhammad Muhammad Juma



178\_Buffer zone\_Primary school.JPG



179\_Buffer zone\_Primary school.JPG



180\_Buffer zone\_Primary school.JPG



181\_Buffer zone\_Nampula district\_new housing.JPG



182\_Buffer zone\_Nampula district\_new housing.JPG



183\_Buffer zone\_Nampula district\_traditional housing type.JPG



184\_Buffer zone\_Moz.Island continent\_daily market.JPG



185\_Buffer zone\_Moz.Island continent\_state house to remove people from island.JPG



186\_Buffer zone\_Moz.Island continent\_new house.JPG



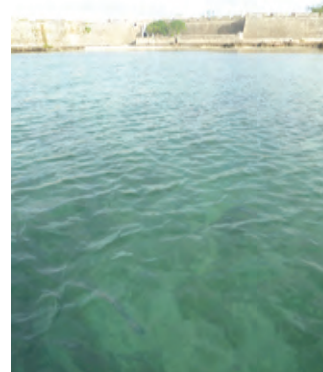
187\_Buffer zone\_Moz.Island continent\_New house2.JPG



188\_Island seafront\_Daily activities\_transport of people.JPG



189\_Island seafront\_Daily activities\_fishing.JPG



190\_Island seafront\_Underwater archaeology.JPG



191\_Island seafront\_Macuti town\_changing of architectural typologies.JPG



192\_Island seafront\_Macuti town\_living conditions.JPG



193\_Island seafront\_Macuti town\_children in the bathroom.JPG



194\_Island seafront\_State of conservation.JPG



195\_Island seafront\_State of conservation.JPG



196\_Island seafront\_State of conservation.JPG



197\_Island seafront\_State of conservation.JPG



198\_Island seafront\_New buildings.JPG



199\_Island seafront\_Change of the seafront façades.JPG





200\_Meeting with Mossuril District secretary.JPG



201\_Meeting with Mossuril District secretary.JPG



202\_Meeting with the community and the stakeholders.JPG



203\_Meeting with the community.JPG



204\_Meeting with the Municipality.JPG



205\_Meeting with the Municipality.JPG



206\_Meeting with the Municipality.JPG



207\_Program to adapt coastal cities to climate change.JPG





208\_Maputo meetings 1\_at UNESCO-  
Category.JPG



209\_Maputo meetings 2\_at UNESCO-  
National Mozambique\_3.JPG



210\_Maputo meetings 3\_at Architecture  
Faculty\_1.JPG



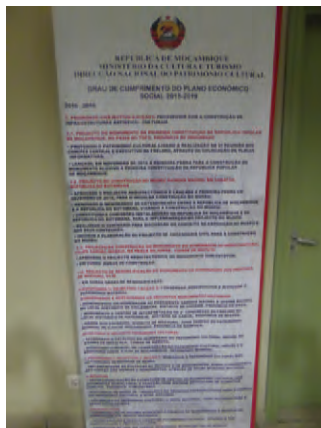
211\_Maputo meetings 4\_at Archaeology  
Departement.JPG



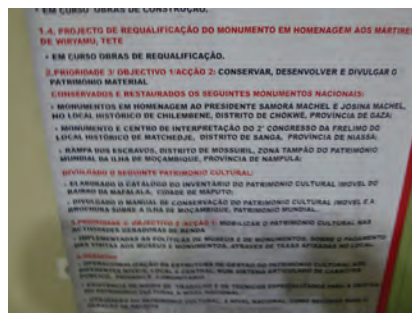
212\_Maputo meetings 5\_at Ministry of  
Culture.JPG



213\_Maputo meetings 5\_at Ministry of  
Culture.JPG



214\_Ministry of Culture\_Application of  
funding 2015-2016.JPG



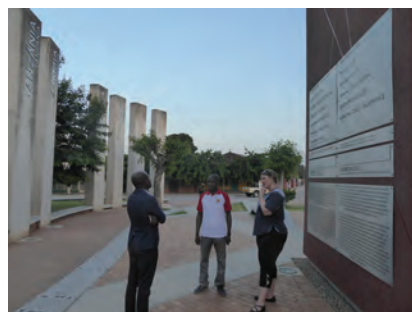
215\_Ministry of Culture\_Application of  
funding on the Slave Ramp.JPG



216\_Ministry of Culture\_Statistic data\_  
Monuments and sites.JPG



217\_Ministry of Culture\_Statistic data\_  
Reference just to the 'Lime and stone town'.  
JPG



218\_Visit\_Matola Monument and its  
Interpretation Centre\_1.JPG



219\_Visit\_Matola Monument and its  
Interpretation Centre\_2.JPG