

THE REPUBLIC OF UGANDA



STATE OF CONSERVATION

***TOMBS OF BUGANDA KINGS AT KASUBI(UGANDA)***

**PROPERTY ID NO C1022**

**IN RESPONSE TO WHC 42 COM 7A.16**

**30<sup>TH</sup>-JANUARY 2019**

## **WORLD HERITAGE COMMITTEE DECISION**

### **Decision adopted by the World Heritage Committee at its 42<sup>st</sup> session (Manama, Bahrain, 2018)**

#### **Decision: 42 COM 7A.16. Tombs of Buganda Kings at Kasubi (Uganda) (C 1022)**

The World Heritage Committee notes , The World Heritage Committee,

1. Having examined Document WHC/18/42.COM/7A.Add,
2. Recalling Decision 41 COM 7A.31, adopted at its 41st session (Krakow, 2017),
3. Welcomes the progress made in the reconstruction of the Muzibu-Azaala-Mpanga and that the work is on track to be completed in 2019, and notes the importance of funds being released from the Japanese extra budgetary project as a matter of urgency in order to implement the disaster management system;
4. Also welcomes the progress made in developing a disaster risk strategy, appropriate management structure, draft management plan and draft Master Plan, in cooperation with the Buganda Kingdom Heritage and Tourism Board, the traditional custodians, the architects with knowledge of traditional building practices, and representatives of the Ministry of Tourism, Wildlife, and Antiquities, and commends the State Party for the collaborative nature in which these plans, strategies and systems have been developed;
5. Further welcomes the progress made to submit a matrix with the corrective measures and a timeframe for implementation of the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) as well as a workplan;
6. Acknowledges the constructive contribution of all parties, including state and non-state agents, in achieving the progress to date;
7. Encourages the State Party and all of the stakeholders involved in the management and use of the property to continue this active engagement, with support and guidance from the Advisory Bodies, with a view to implementing these strategies and plans at the earliest possible time, thereby achieving as soon as possible the DSOCR;

8. Expresses its concern however at the rapid deterioration of the Bujjabukula, and also acknowledges the State Party's willingness to address the state of conservation of this highly significant structure;

9. Requests the State Party to:

a) Urgently research and document the Bujjabukula, its construction and the individual elements that compose it,

b) Urgently develop plans for its stabilization and restoration for submission to the Advisory Bodies,

c) Implement the stabilization and restoration of the Bujjabukula as soon as possible and in parallel with the continuing process of the reconstruction of the Muzibu-Azaala-Mpanga;

10. Also requests the State Party to further develop guidelines for the buffer zone of the property and reassess and align the development of Masiro and Hoima roads with the values for which the property was inscribed on the World Heritage List, and to duly reflect the urban dimension of the property and its OUV in the policies, measures and tools adopted by the State Party and the Kampala Capital City Authority, to ensure adequate conservation, using, if necessary, the approach carried by the Recommendation on the Historic Urban Landscape (2011);

11. Further State Party to keep the World Heritage Centre informed of any change to the 2017 timeline for reaching the DSOCR;

12. Requests furthermore the State Party to submit to the World Heritage Centre, by 1 February 2019, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 43rd session in 2019;

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

### **Executive Summary.**

This Report on the State of Conservation of the Tombs of Buganda Kings at Kasubi, responds to World Heritage Committee Decisions 42 COM 7A.16. It also provides an update about the progress on the reconstruction of Muzibu Azaala Mpanga, the master plan document, the disaster plan implementation, and other urgent conservation issues on the World Heritage property.

Bujjabukula (Gate House) is the oldest and most authentic architectural element of the site, the house is deteriorating very fast, threatened by rain that led to rotting of the roof thatch and deformation. The State Party and the Buganda Kingdom was concerned and sought that works on the restoration of the house commence simultaneously as we progress with *Muzibu Azaala Mpanga*. Currently the old roof thatch grass has been removed while the research team undertakes the study on the elements of the inside structures, identify weaknesses and come up with proposals of stabilization.

Concerning the preparation of the guidelines for the buffer zone, the State party and the Kampala Capital City Authority (KCCA) have agreed to commence on a multi-disciplinary approach through a participatory process referred to as 'the neighbourhood plan' that will enable institutionalize the guidelines. This will be done after a thorough evaluation and analysis of the strengths and constraints of the buffer zone at the Kasubi Tombs. Although investment in the engagements may prove to be costly and time consuming, the state party and Kampala Capital city authority have both made provision in the budget of FY 2019/2020 that commence July 2019, thus this activity will actively commence July 2019.

The Master Plan for the Tombs of the Buganda Kings at Kasubi -2018/2028 has been developed to ensure conservation of the site through reconstruction, renovation and restoration works to retain its OUVs and meet the needs of the past, present and the future generations. The Master plan was prepared in the spirit of togetherness that involved a taskforce from the State Party of Uganda, Buganda Kingdom, Kampala Capital City Authority (KCCA), the Tomb custodians, Experts from Makerere University and the advisory teams of UNESCO.

The State Party of Uganda has discussed the issues raised World Heritage Centre advisory bodies and experts on the Draft Risk Management Plan (DRMP). Modifications have been made in the risk management plan to ensure effectiveness. The risk management actions have been integrated in the overall master plan. The JFIT Extra Budgetary Project is now open, the state party is in final discussions with UNESCO Nairobi Regional Office for effective implementation of the plan.

More improvements and efficiency in the management of the Kasubi Tombs has been observed after Buganda Kingdom gave powers to *Buganda Heritage and Tourism Board* to supervise the management of the heritage site alongside the Traditional Managers. Secondly the National Technical Committee that oversee the reconstruction process, will assume the roles of an advisory committee beyond the construction period. Joint meetings at the site have greatly harmonized the roles of each entity at the site.

The timeline for the reconstruction of Muzibu Azaala Mpanga was updated with clear benchmarks basing on the assumption that as soon as the fire fighting component commences(The JFIT project has been opened), the thatching of the *Muzibu Azaala Mpanga* will progress, therefore the time line is still achievable.

## **RESPONSES**

1. *WHC expressed its concern at the rapid deterioration of the Bujjabukula, and also acknowledges the State Party's willingness to address the state of conservation of this highly significant structure;*
2. *Requests the State Party to:*
  - a) *Urgently research and document the Bujjabukula, its construction and the individual elements that compose it,*

### **Response**

Bujjabukula (Gate House) is the oldest and most authentic architectural element of the site, the house is deteriorating very first, threatened by rain that led to rotting of the roof thatch and deformation. The State Party and the Buganda Kingdom was concerned and sought that works on the restoration of the house commence simultaneously as we progress with MAM.

Fortunately UNESCO availed funds some funds for the restoration works to Uganda. The Department of Museums and Monuments undertake the documentation of the activities since November 2018.

Currently the old roof thatch grass has been removed while the research team undertakes the study on the elements of the inside structures, identify weaknesses and come up with proposals of stabilization through a careful restoration of the damaged elements. **(Annex I)**

*WHC also requests the State Party to further develop guidelines for the buffer zone of the property and reassess and align the development of Masiro and Hoima roads with the values for which the property was inscribed on the World Heritage List, and to duly reflect the urban dimension of the property and its OUV in the policies, measures and tools adopted by the State Party and the Kampala Capital City Authority, to ensure adequate conservation, using, if necessary, the approach carried by the Recommendation on the Historic Urban Landscape (2011);*

### **Response**

The Kasubi tombs buffer zone guidelines are considered as an important

development operational approach in the protection of a heritage of Kasubi Tombs world heritage property. However, this has taken sometime it requires involvement of several stake holders for them to be implementable and effective. This is because there has not yet been a thorough evaluation and analysis of the strengths and constraints of the buffer zone at the Kasubi Tombs. The institutionalization of the guidelines requires the multi-disciplinary approach through a participatory approach of which KCCA refers to as the neighbourhood plan that will have to involve several layers of administrative entities. The investment in these engagements are likely to be costly and take some time. The state party and Kampala Capital city authority have both made provision in their budgets of FY 2019- 2020 that commence July 2019, to support this activity.

*Further State Party to keep the World Heritage Centre informed of any change to the 2017 timeline for reaching the DSOCR;*

## **Response**

The timeline for the reconstruction of Muzibu Azaala Mpanga was updated with clear defined benchmarks basing on the assumption that fire fighting component will commence as soon as JFIT(Japanese Funds) are released to enable implementation of the fire component. The JFIT Project was opened October 2018. Plans to procure and install the equipments are underway. The thatching of *Muzibu Azaala Mpanga* will progress with the view of completion by December 2019, the Time line is still achievable as long as the flow of funds is constant. **Annex II**

## **3.0 OTHER CONSERVATION ISSUES IDENTIFIED BY THE STATE PARTY**

### **3.1 UP DATE OF PREVIOUS ISSUES.**

This section of the report provides an update of issues identified in previous responses to Decision adopted by World Heritage Committee

#### **3.1.1) Progress, Re-Construction of Muzibu Azaala Mpanga**

The reconstruction of Muzibu Azaala Mpanga has progressed with the construction of the decorative ceiling. The artisans have consistently reconstructed the interior decorative ceiling with the use of reeds and fibre.

Presently works covered on the ceiling is about 85%. Works have reached the walls of the building and thereby the entranceway.

The works aligning of the timbers to receive the thatch will commence.



### 3.1.2. Development of a Master plan for Kasubi Tombs

The master plan 2018 /2028 has been completed. The Kasubi Master Plan 2018/2028 is developed with a goal to support the conservation of Kasubi World Heritage Property to ensure it retain its OUVs and to meet the needs of the past, present and the future generations.

The Master Plan envisions to support conservation through reconstruction, renovation and restoration works and to set out a road-map for further conservation and development of the Property. There was an urgent need to establish appropriate conservation plans, policies and management systems for the Property after the 2010 fire disaster incidence. The conservation essence focuses on long-term and major aims to reconstruct, renovate and restore the Property (particularly, the *Muzibu-Azaala-Mpanga* reconstruction, and the *Bujjubukula* gate house renovation, disaster plan and management).

Consultations were undertaken with Buganda Heritage Tourism Board staff and governing board, custodians of the Buganda Kings Tombs at Kasubi, KCCA (Lubaga Division representatives); Uganda Police (Fire Service Unit)with

the guidance of ICOMS and ICOM. Property resident community and other government ministries, departments and agencies to develop an implementable plan as prerequisite set by the World Heritage Committee.

The Master Plan aims to address 6 main areas:

- The various specific plans of reconstruction,
- Restoration and recovery plan,
- Disaster and risk management plan,
- Tourism and education plan,
- Needs of custodians and
- Physical development plan of the site.

Specific projects, action areas/plans are identified and prioritized to guide implementation in order to achieve the protection of the OUVs of *Kasubi Royal Tombs*. This Plan is expected to be executed over a period of 10 years.

The Plan is developed in the premise of the existing policies and legislative framework of the State Party, the traditional practices and the UNESCO Conventions, operational guidelines as well as various reports and decisions aligned to the property. (**Annex III**)

### **3.1.3 Risk Management plan**

A draft Risk Management Plan has been discussed between the State Party and the Advisory bodies to UNESCO. However, it was noted that the ICOMOS technical review recommends modifications to the fire prevention system to reduce risk and increase effectiveness, and also requests the State Party to provide, as soon as possible, revised plans that address these recommendations, for review by the Advisory Bodies;

All concerns raised by them have been taken care of and are integrated in the overall action plan of the *Kasubi Master Plan*. Modifications have been considered to include the fire fighting trucks that will be stationed at the current parking site with a provision of a second underground tank and small fire station. This will support the wider underground laid fixture in prompt management of the fire at the site. Preparation of construction plans and design proposal for the disaster prevention system construction is complete and only awaits the approvals of the master plan and the restart of the JFIT (Japanese Funds) Project.

The JFIT (Japanese Extra Budgetary Project) has resumed and we are in discussions with the Nairobi UNESCO office on modalities of implementation.





Front View



Side view



Back View

# **Annex 1**

## **BUJJABUKULA BUILDING**

### **THE GRANDIOUS ROYAL ENTRANCE TO KASUBI TOMBS OF BUGANDA KINGS**

#### **The main architectural features of the building.**

- The grass thatch.
- The wooden battens and rafters.
- The reeds-make ceiling with circular rings, i.e. the internal and the external ceiling at the entrances.
- The wooden vertical reinforcements.
- The internal reeds-make wall partitions.
- The external circular load bearing wall.
- The cement-sand screed floor finish.
- The reeds-make sliding and single swing doors.
- The circular brick wall, [250mm thick with a 5mmthick interior plaster].

#### **The main spaces of the building.**

The building is composed of different highly significant spaces i.e.

- The royal verandahs at the front and rear side.
- The royal corridor which symmetrically divides and defines the two main spaces for the two principal guards the building provides shelter, [Mulamba the traditional chief guard and Nsiggo, the assistant guard of Kasubi tombs].
- The guard`s spaces each contain a waiting area, space for sleeping and space for storage. The storage spaces are situated in opposite sides. where by Nsiggo`s storage is located towards MAM side and Mulamba`s storage is located towards the road side.

## The building existing situation.

EXTERIOR views



Bujjabukula Front side photographic view



Bujjabukula Front/Mulamba Side photographic view.





Bujjabukula Rear Side photographic view.



Bujjabukula Rear/ Nsiggo Side photographic view.

## INTERIOR views



Bujabukula main entrance and the royal corridor.



Mulamba interior photographic side view





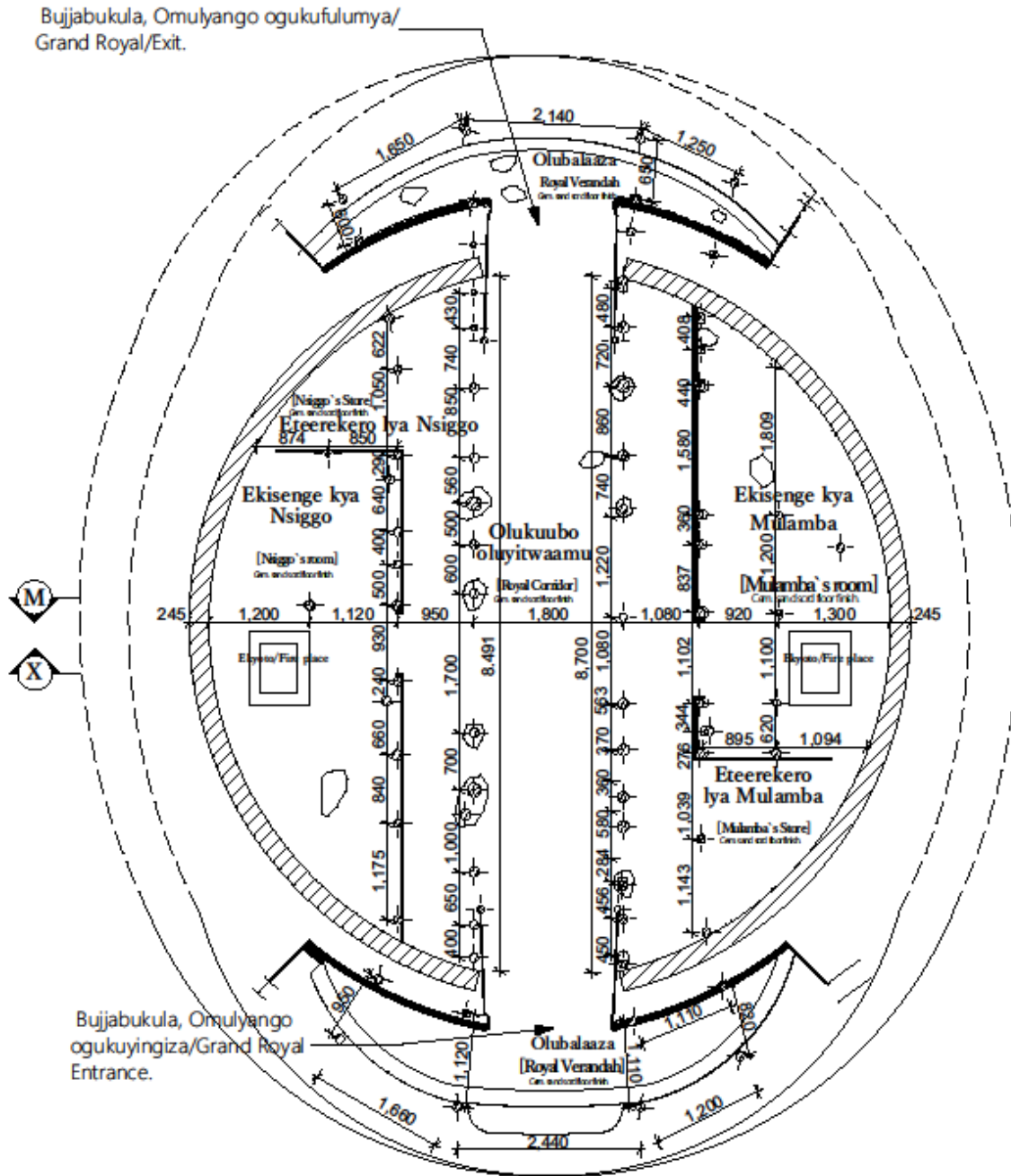
Entrance to Mulamba`s space



Entrance to Nsiggo`s space

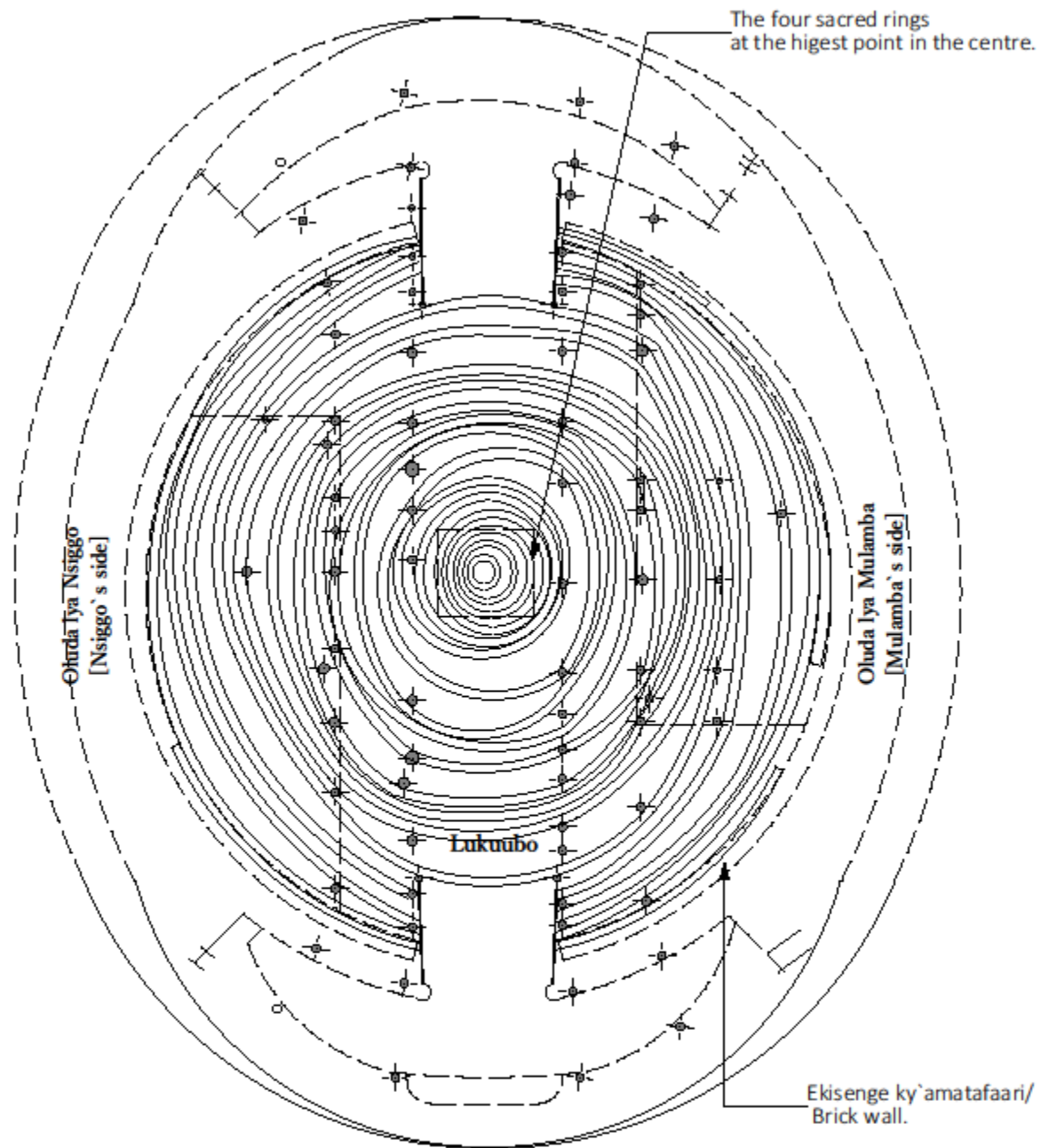


**Bujjabukula Floor.**

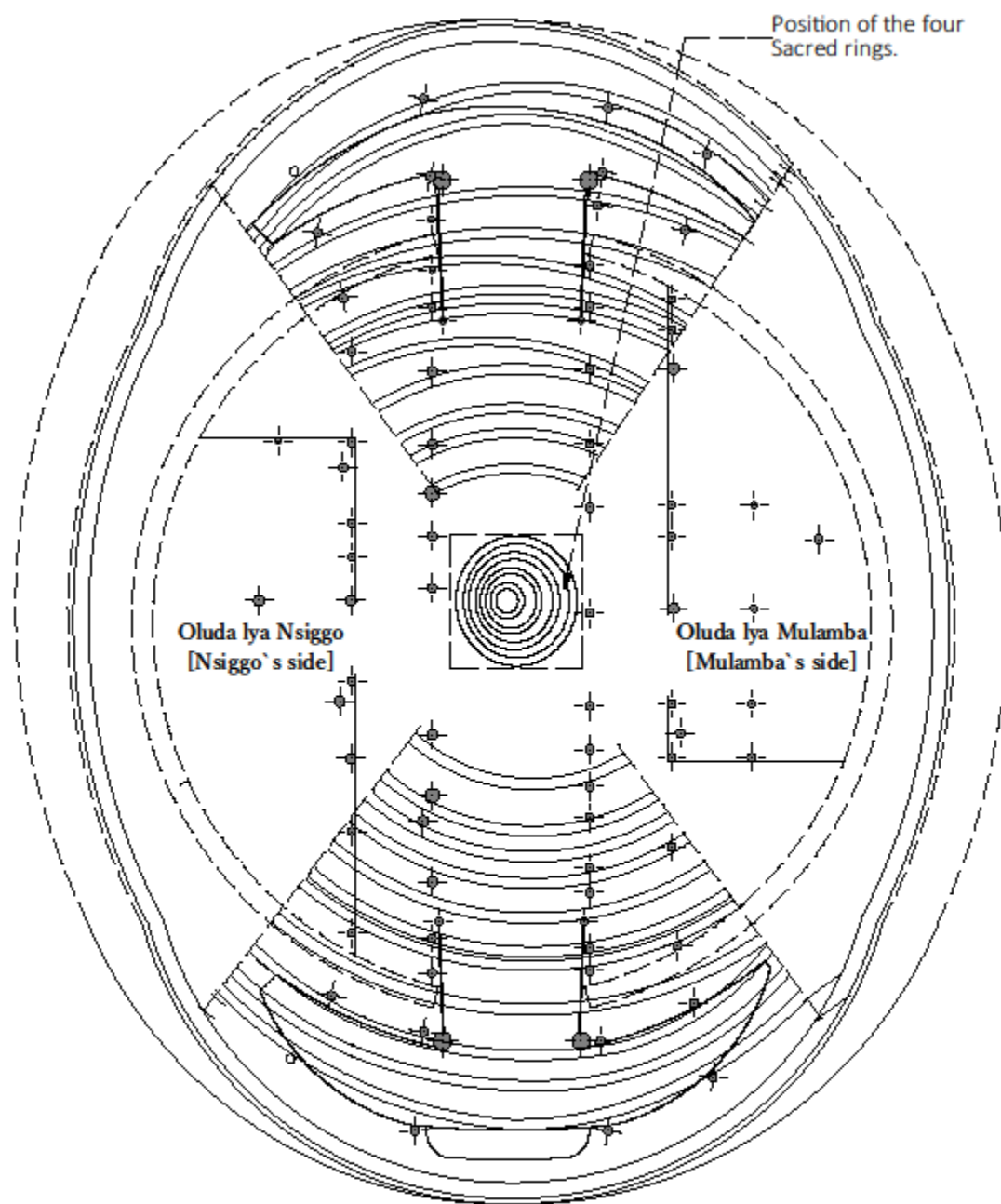


Bujjabukula, Omwaliiro gwa wansi [Floor plan]  
Scale 1:100

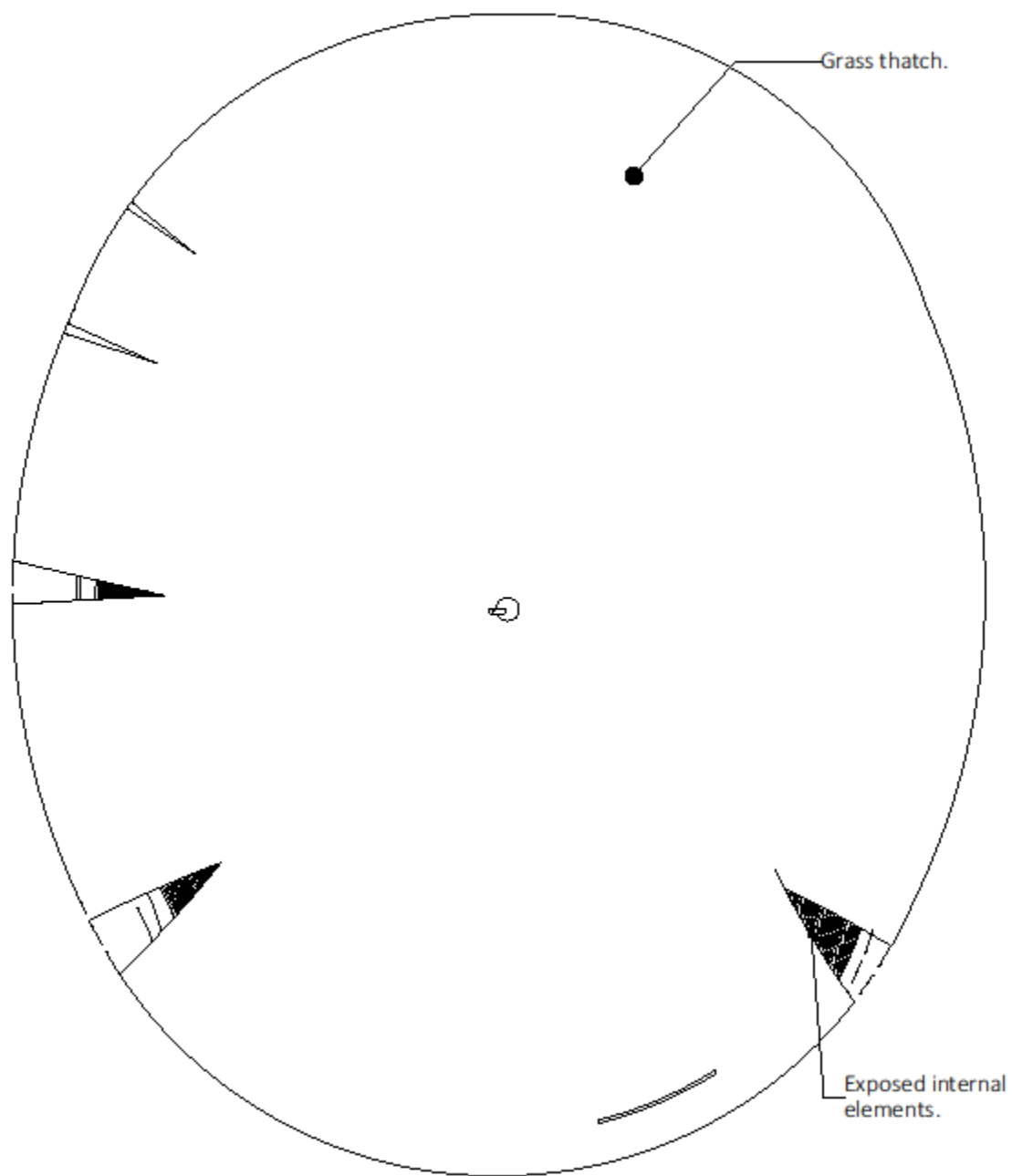




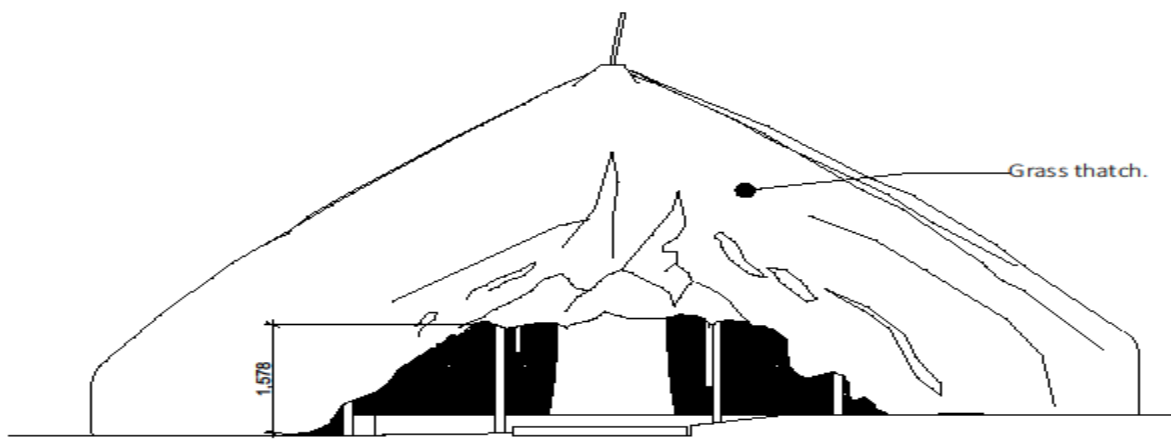
Bujjabukula, Eddali ly' omunda [Internal reflected ceiling plan]  
Scale 1:100



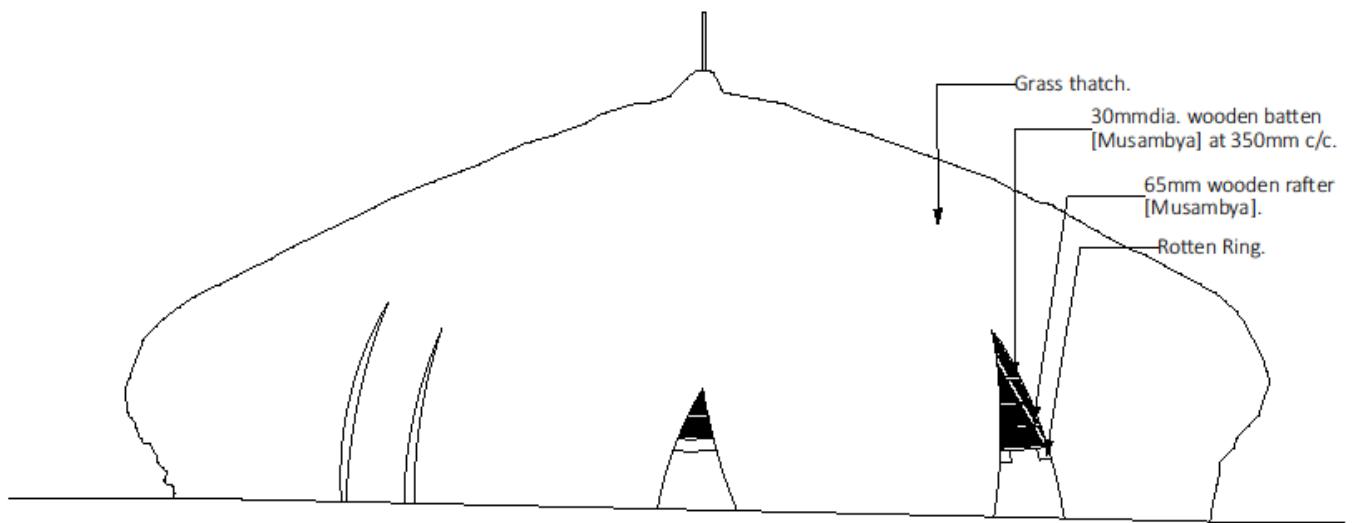
Bujjabukula, Eddali ly' ebweru [External reflected ceiling plan]  
Scale 1:100



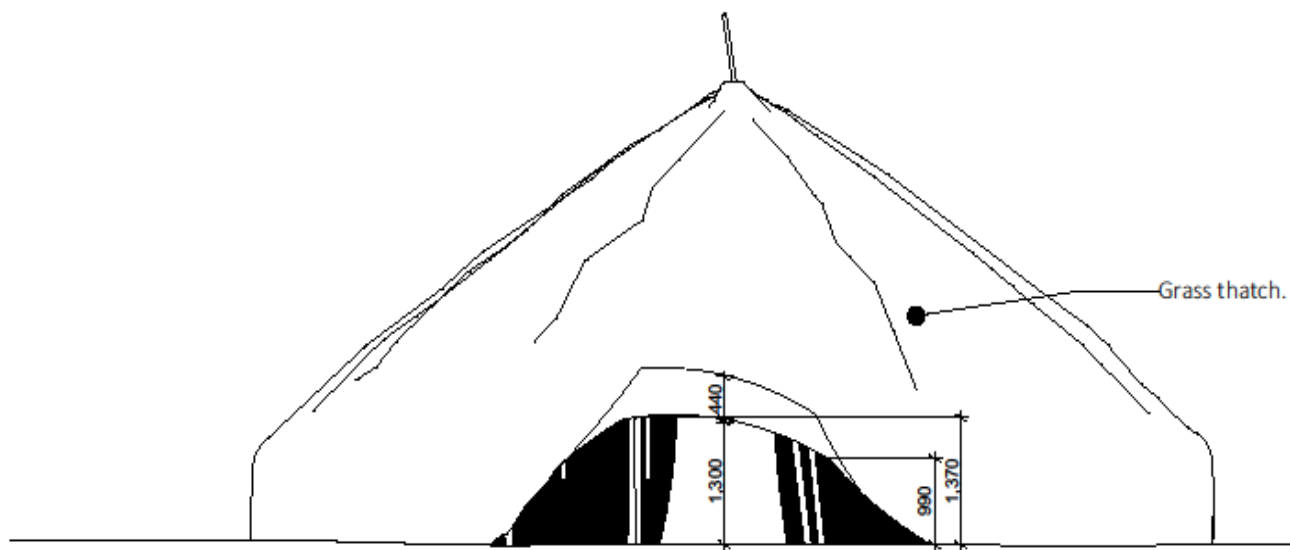
Bujjabukula, Omwaliiro gw` akasolya [Roof plan]  
Scale 1:100



Bujjabukula, Front elevation  
Scale 1:100



Bujjabukula, Nsiggo side elevation  
Scale 1:100



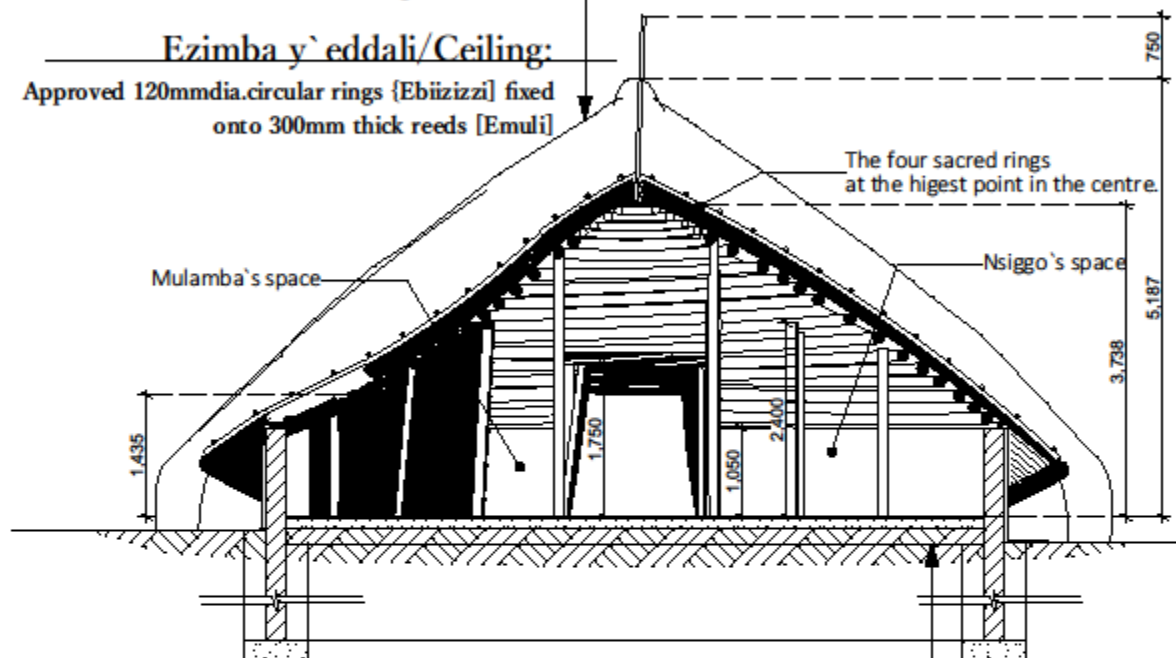
Bujjabukula, Rear elevation  
Scale 1:100

### Enzimba y` Akasolya/Roof notes:

Bundles of grass thatch [obuyole] 1,000mm thick laid onto 40mm dia. wooden battens [Nsamya] fixed on 65mm dia. wooden rafters [Nsambya] onto which the reeds making the external ceiling are fastened with natural strings [ebisambwe]

### Ezimba y` eddali/Ceiling:

Approved 120mm dia. circular rings [Ebiizizzi] fixed onto 300mm thick reeds [Emuli]



### Enzimba y` e wansi w` omwaliiro/Sub-structure Notes

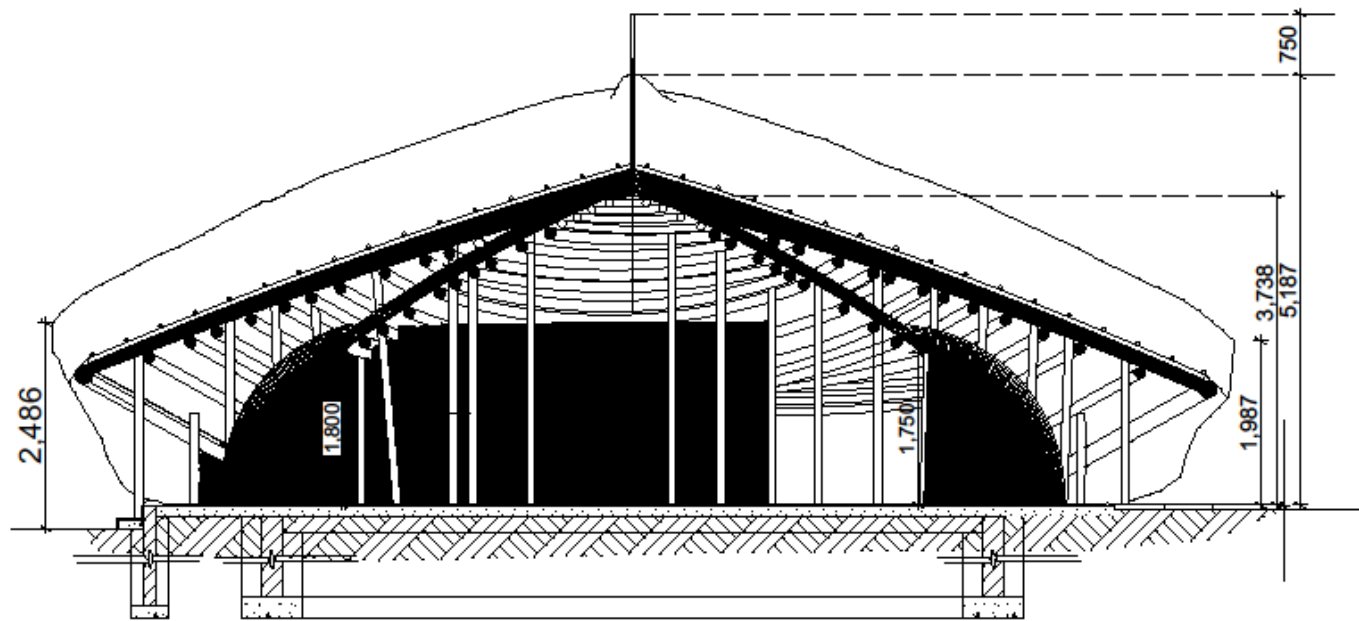
Approved 30mm cem: sand levelled screed on  
150mm conc. slab on  
dpm on  
Fully compacted and rammed ground.

### Footing:

250x750xL mm concrete strip foundations  
that recieved the 250mm thick plinth brick wall.  
Laid into the approved foundation depth.

Bujjabukula, section M-M

Scale 1:100



Bujjabukula, Nsiggo Side section

Scale 1:100



**Bujjabukula grass removal to examine the structure.**



Removal of the grass thatch



Measuring of the grass thatch thickness



Grass is taken to the selected collection area.



Roof without thatch.



## Roof temporary covering process



Fixation of wooden supports to fasten the weather proof cover.



The internal layer of weather proofing material is fastened onto the wooden supports to protect the materials integrity.



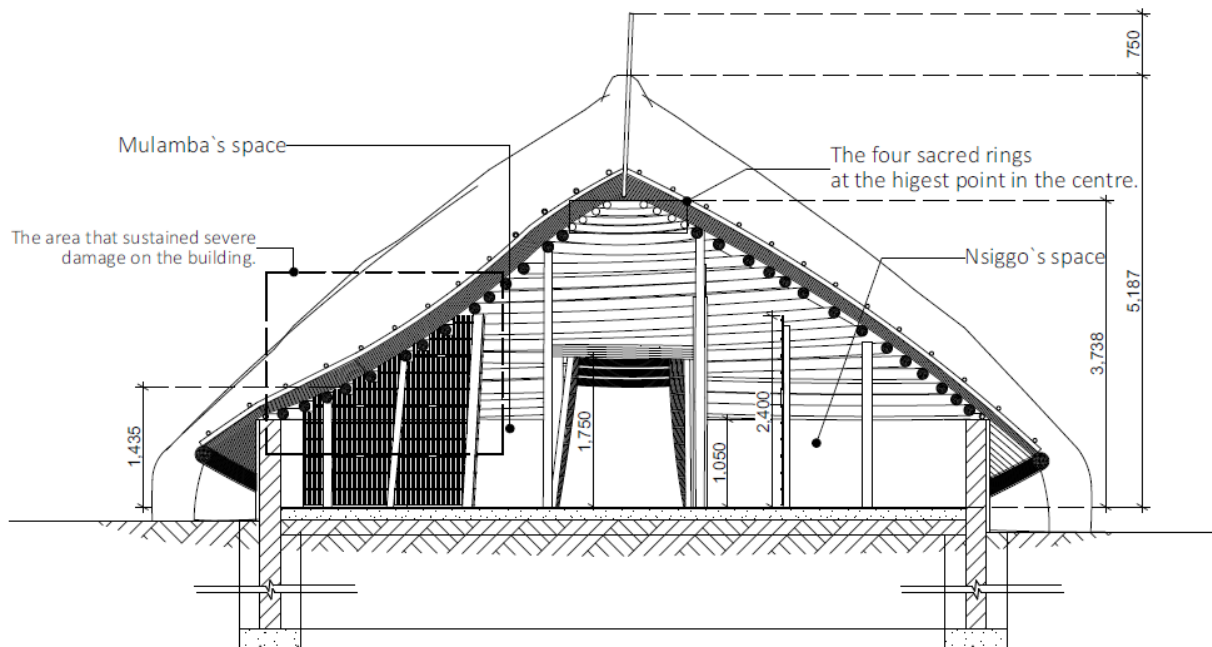
Completion of fixing the internal weather proof layer.



Fixation of the external weather proof layer.

## Structural effect of the mostly damaged area of the building caused by the truck knock impact while turning.

This fatal impact on the building made some rafters in the highlighted area deviate and others got broken for this case, some vertical members were fixed to hold the falling roof firm due to the load imposed by the added grass-thatch [in a way of levelling the entire roof cover] however, this made the height of this particular part of the building fall and also a reduction of the conveniently usable space. This impact also made the vertical wooden members holding the reeds-make partitioning wall [at Mulamba's space] incline towards the Royal corridor as shown in the drawing below.



Bujabukula, section M'-M'

Scale 1:100

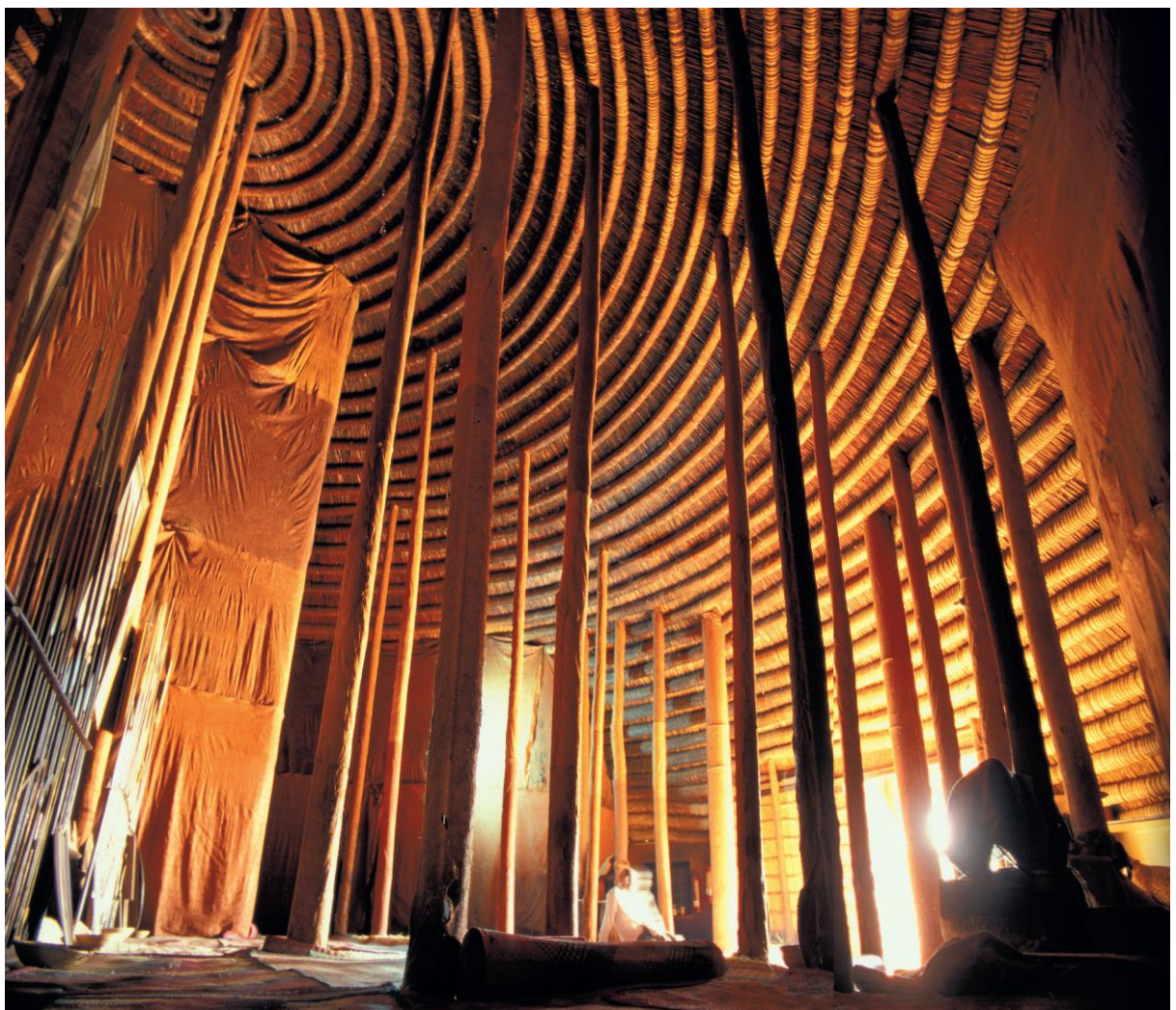
ID	Task Name	2017												2018												2019											
		M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A								
1	ROOF																																				
2	CEILING WORKS																																				
3	Completion of first section													INSPECTION																							
4	Procurement of reeds and other materials																																				
5	Ceiling construction (reed surface and fixing rings)													INSPECTIONS																							
6	Fixing 3 rings													RITUALS																							
7	second ceiling at entrance													PRESS RELEASE																							
8	THATCHING																																				
9	Procurement of grass																																				
10	Sorting and bundling													REMOVAL OF UNWANTED GRASS, AND DRYING																							
11	Thatching in sections													TEAM TO BE DIVIDED INTO 2, ONE TO THATCH AND ONE FOR CEILING WORKS																							
12	INTERIOR WORKS																																				
13	Internal plaster													AFTER CONDUITS ARE PLACED																							
14	Restore floor slab and dias																																				
15	Decorative works (covering with bark cloth and grass mats)													covering of columns, curtains to hide the Kibira: Bagirinya																							
16	Restoration of artefacts													Site manager and Commissioner Of Museums to handle																							
17	Kunyokeza (smoking the ceiling)																																				
18	Installation of artefacts																																				
19	FIRE FIGHTING																																				
20	Electrical conduits and wiring																																				
21	Final design/drawings production and approvals (PM,JFIT & UNESCO)													M&E Eng to send dwgs to Japanese experts																							
22	Budget approvals													PROJECT MANAGER																							
23	Bid and Contractor appointment process													UNESCO Nairobi office																							
24	Underground tank construction													INSPECTION																							
25	Disaster and risk preparedness training													EVERY 4 MONTHS																							
26	Water reticulation on site													PIPING,INSPECTION, APPROVALS																							
27	Installation of fire fighting equipment													INSPECTIONS																							
28	Training simulations to residents on installed equipment													EVERY 3 MOS																							
29	SECURITY																																				
30	Installation of CCTV, detectors and sensors, and lights as per design																																				
31	Testing and approvals																																				
32	COMPOUND AND DRAINAGE																																				
33	Determination of site levels																																				
34	Drainage design and implementation																																				
35	Filling and levelling																																				
36																																					
37	Final snagging,cleaning and testing on Muzibu																																				

Page 1



# TOMBS OF BUGANDA KINGS AT KASUBI A WORLD HERITAGE PROPERTY OF UGANDA, MASTERPLAN FOR KASUBI TOMBS

2018-2028



## **FOREWORD**

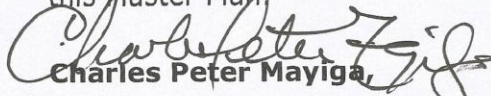
Kasubi Royal Tombs are a typical set up of an authentic palace of the Kabaka of Buganda. In 1884, the demised Kabaka Walugembe Muteesa I was interred in the main house he had named Muzibu-Azaala-Mpanga. Since then, three other kings have been interred in the same mausoleum, making it the only place in Buganda where more than one king was laid to rest.

The Tombs were acknowledged as a World Heritage Site in 2001 because of their exceptional cultural mores and depiction of a people's heritage. However, in 2010 a large part of the Tombs was destroyed by fire. As a result, Muzibu-Azaala-Mpanga, and many priceless artifacts which were inside the mausoleum were completely destroyed.

The need to restore the Tombs and safeguard them from further loss of tangible and intangible values need not be overemphasized. As a prerequisite of the restoration process, there is an urgent need for a Master Plan. So, Kasubi Royal Tombs Master Plan 2018 – 2028 was prepared. The major goal of the Master Plan is to conserve Kasubi Royal Tombs so that they retain their Outstanding Universal Values.

I extend my gratitude to the people of Buganda; the Government of Uganda; our global partner, the United Nations Educational, scientific and Cultural Organization (UNESCO), for their technical support and other various stakeholders for the invaluable contribution to the restoration effort.

I call upon all parties to embrace the goals and strategies in this Master Plan



**Charles Peter Mayiga**  
**Katikkiro (Prime Minister), Kingdom of Buganda.**



## About the contributors

A number of persons authored and provided technical guidance in preparing Kasubi Royal Tombs Master Plan.

**Rose Nkaale Mwanja** is the commissioner Museums and Monuments. She chaired planning meetings and coordinated all partners to see that the preparation and authorship were successfully. She also authorized aspects of cultural conservation of Kasubi Tombs.

**Richard Drama** is a lecture at Makerere University. Mr. Drama spearheaded the writing of the Plan. His experience in conservation research and planning has enabled him to undertake collaborative initiatives with Department of Museums and Monuments in areas of Cultural heritage conservation planning and development in Uganda.

**Nelson Abiti** is Principal Conservator Museums. He played a number of roles in the preparation of this Master Plan as co-author and coordinator of the planning.

**Jonathan Nsubuga** is the project Manager of Kasubi Royal Tombs Reconstruction Project. He played an invaluable role in the production of architectural drawing and proposed spatial designs for conservation and development.

**Remigious Kigongo** is the Site Manager and played a remarkable role in providing cultural information and advising on the “dos” and “dont’s” of royal traditions in Buganda Kingdom. He played a major role in coordinating the custodians and assessing their needs.

**Stephen Nyombi** is the Executive Director of Buganda Heritage Tourism Board (BHTB). He coordinated activities of BHTB Board members and the Kingdom in the preparation of the plan.

**Ivan Katongole** is the Manager of physical planning department, KCCA. He advised on KCCA policies and helped to undertake physical planning aspects of the site.

**Daniel Kawesi** is coordinato of UNATCOM. He advised on Conventions, Declarations and Recommendations of UNESCO guiding conservation planning, reconstruction, renovation and restoration of World Heritage Sites.

International contributors have also made invaluable technical advice. **Laura Frenk; Thian Nana; Edmond Moukala** and **Nicholas J. Clarke** provided all the necessary technical advice. Specially **Laura Frank** coordinated most skype meeting from World Heritage Centre. **Monteil Karaly** of UNESCO Niorobi office, coordinated activities with the MTWA and UNESCO Kampala office. **Rebecca Currie, Susan Denyer** and **Regina Durighello** from ICOMOS offered technical advice to the entire team. **Joseph King** of ICCROM also provided technical advice.

## Executive Summary

The Royal Tombs of Buganda Kingdom at Kasubi: A World Heritage Property of Uganda (Ref. 1022) (thereafter referred to as Kasubi Royal Tombs) is a typical set up of an authentic palace of the Ssekabaka Mutesa I which later became the burial

royal tombs where more than one king is laid to rest; the Ssekabakas Mutesa I (1884), Mwanga (1910), Daudi Chwa (1939) and Mutesa II (1972). This is the only mausoleum where more than one king is buried. Historical Monuments Act. 1967 gazetted the site a national monument in 1967 and later was inscribed on UNESCO World Heritage List in 2001. But, after the disaster incident of fire 2010, UNESCO World Heritage Committee made a decision to inscribe Kasubi Royal Tombs under World Heritage Sites in Danger during its 34<sup>th</sup> session, in Brazil in July 2010. Currently, the Property's main building -Muzibu Azaala Mpanga is under reconstruction process. Given the relatively poor and deteriorating state of tangible attributes, conservation of the property is prioritized by the State Party, UNESCO and the Kingdom of Buganda. There is a need to have a Master Plan for Kasubi World Heritage Property in place to be undertaken in a coordinated manner, within strategic guidelines, and with the cooperation of all stakeholders. The aim is to retain and perpetuate the integrity and authenticity of its tangible and intangible aspects. This will support systematic efforts to conserve and develop the property and coordinate effort of the established tripartite partners (Buganda Kingdom, the Government of Uganda/State Party and UNESCO)

### **Needs Assessment**

The Master Plan assessed current conservation and use of the Property to set thematic areas used to inform strategic directions. The property's needs assessment are based on the current state of conservation, existing physical and socio-economic developments. The physical condition of the property's heritage tangible attributes and disappearing aspects of intangible attributes provide the benchmark for defining its conservation quality and cultural heritage values. The conditions assessment considers the individual heritage attributes as well as the cultural heritage landscape as a whole.

#### **Need assessment focused on:**

Tangible attribute;  
Intangible cultural heritage  
Custodians needs;  
Disaster preparedness and risk management  
Property physical development and tourism and heritage education.

The assessment concluded that the Property as a whole and each of tangible and intangible attributes are currently in poor condition and need urgent conservation initiatives. These needs form the key priority concerns to be addressed by Kasubi Master Plan, 2018 -2028 Strategy and its implementation plan. The priority concerns are phased into short, medium and long term. Short to medium term priority areas are the ones that need immediate attentions and interventions. Long-term needs are developmental in nature like facilities development to enhance visitor experiences and heritage education. But, the issue of sustainability of Kasubi Heritage Site including waste and solid management, farming, visitor management, fairness in

relation to catering for custodians and neighbourhood inclusiveness to benefit from Kasubi Heritage Site are integrated in the entire period of Master plan Conservation and Development Strategies.

The strategic vision is to; “Restore authenticity and sustainability of the Tombs of Buganda King at Kasubi; A World Heritage Property of Uganda”

Objectives for Kasubi World Heritage property Conservation is to source for appropriate funding to enable Kasubi Royal Tombs Conservation to be fulfilled so that the Property’s OUVs and attributes are preserved and protected; Muzibu-Azaala-Mpanga is reconstructed and restored; Bujjabukula (the Gate house) is renovated, the perimeter and courtyard fence are restored, the royal grave yard is maintained; agricultural land is improved; the custodians welfare is enhanced, disaster risk preparedness management plan is established.

Local resident’s participation and involvement is encouraged through craft making and establishing souvenirs shops, restaurants and cafes and accommodation; Its tourism delivers a range of authentic experiences, in a friendly, engaging environment. And demonstrates and delivers continuous product innovation;

Tourism infrastructure and services within the property are improved to provide high quality tourism experience in the entire property’s tourism value chain; its heritage education increases linkages between the property heritage attributes, its hinterland (especially Kabaka Trail created in 2002) and the city.

Based on the needs a number of spatial interventions with welfare improvement form the major proposals for action. The recommended proposals fall into two areas: firstly a series of actions around the broader conservation and tourism/education agenda and secondly a series of funding supports. The series of proposals and key actions are divided into conservation, physical developments, DPRM, custodian welfare improvement, neighbourhood development and tourism/ education and presented:

### **Conservation:**

Conservation regards the entire process of documentation, analysis, reconstruction, and stabilization of the site. The main objectives of the reconstruction and stabilization of the property are protection of OUVs against and prevention of, adverse disasters (mainly fire outbreaks). Restoration refers to the repair of deteriorating Bujjabukula (gate house), royal tombs and the replacement of royal regalia that were burnt in the fire gutting of 2010. In order to protect the property OUVs the following conservation and restoration action areas are proposed.

Restoration and reconstruction of Muzibu- Azaala\_ Mpanga

Renovation of Bujjabukula;

Restoration of burnt Artefacts

Courtyard (Olugya) improvement  
Restoration of Kings houses with vegetal materials;  
Safeguarding the intangible cultural heritage of Kasubi Royal Tombs,  
Royal family Burial Area (Spiritual landscape) maintenance;  
Agricultural land improvement and conservation;  
Re-establishment of Bark cloth tree perimeter.

### **Physical Developments**

Physical developments are concerned with construction of infrastructure and buildings, provision of social services and visitor facilities. The Open space adjacent the courtyard, Nnalinya residential areas and agricultural landscape are the major cultural landscapes that will be most affected by the proposed physical developments. These developments are recommended to have minimum impacts on the OUVs. They include the following Open space adjacent the Courtyard developments include: maintenance and conservation of the temporary Mengo Shelter and establishing a parking yard.

Nnalinya residential area is proposed for the development of the visitors information resources centre reception centre.

In the agricultural landscape solar power station is already established. Two new physical developments are proposed:

Different types of utilities are recommended to be provided in the Courtyard, royal family burial grounds that are intermixed with custodian houses and Nnalinya's residence. The utilities proposed are water and sewage system, power installation, underground water reservoirs.

### **DPRM Planning**

Disaster preparedness and Risk management (DPRM) is planned to provide temporary and permanent measures against all forms of disaster and risks.

### **Custodian Welfare improvement**

The focus is improving welfare of custodians so that they protect intangible values of the property.

### **Neighbourhood development and control measures.**

Neighbourhood planning and property buffering aims to enhance authenticity. It also involves resident training in disaster preparedness and risk management, tourism service provisions.

### **Tourism and heritage education development**

Tourism and heritage education needs to be sustainably established to support the Property conservation.

### **List of Acronyms**

<u>AUTO</u>	<u>Association of Uganda Tour Operators</u>
BHTB	Buganda Heritage and Tourism Board
DPRM	Disaster Preparedness and Risk Management
DPRMP	Disaster Preparedness and Risk Management Plan
ICCROM	International Centre for Study of Preservation and Restoration of Cultural Property
ICH	Intangible Cultural Heritage
ICOMOS	International Council for Monuments and Sites
KCC	Kampala Capital City
KCCA	Kampala Capital City Authority
KPDP	Kampala Physical and Development Plan
MTWA	Ministry of Tourism, Wildlife and Antiquities
MGLSD	Ministry of Gender, Labour and Social Development
NTC	National Technical Committee
OUV	Outstanding Universal Value
VIC	Visitor Information Centre
UNSECO	United Nations Scientific Educational Cultural Organization
UCOTA	Uganda Community Tourism Association.
UTA	Uganda Tourism Association
UTB	Uganda Tourism Board
USAGA	Uganda Safari Guides Association
WHC	World Heritage Centre

## Table of Contents

List of Acronyms .....	2
Table of Contents .....	8
List of Figures .....	11
List of Tables.....	12
Chapter One .....	13
Introduction .....	13
1.0 Introduction .....	13
1.1 Background .....	15
1.2 Plan Contexts .....	15
1.3 Goal of the Master Plan.....	17
1.4 Timelines of the Master Plan .....	18
1.5 The National Technical Committee .....	18
1.6 World Heritage Committee Decisions .....	18
Chapter Two .....	20
Trajectories of Maintenance, Attributes and Values .....	20
2.0Kasubi Royal Tombs and Its past History .....	20
2.1 Trends of the Property Maintenance .....	20
2.3Defining the attributes of the Tombs of Buganda Kings at <i>Kasubi</i> .....	22
2.3.1 Tangible Attributes .....	22
2.4Distinct areas within <i>Kasubi</i> World Heritage Property .....	26
2.5The Intangible Attributes.....	27
2.6 Custodians as Living traditions.....	29
2.7 Values .....	31
2.7.1 Cultural and Historic Values .....	31
2.7.2 National Values of <i>Kasubi</i> World Heritage Property.....	31
2.7.3 Contextual Value.....	32
Chapter Three .....	33
Legislative Frameworks .....	33
Chapter Four .....	39
Current condition and Heritage Needs Assessment .....	39
4.0KasubiAssessment .....	39
4.1 Conservation issues .....	39
4.2 Intangible Cultural Heritage Issues and Implications.....	43

4.3 Custodians Needs .....	44
4.4 Disaster Preparedness and Risk .....	44
4.5 Physical Development .....	45
4.5.1 Land use within the Property .....	45
4.6 Neighborhood Development .....	46
4.7 Tourism and Education.....	48
Chapter 5 .....	51
Conservation and Development Strategies .....	51
5.1 Guiding Principles .....	51
5.1.1 Traditional ritual performances .....	51
5.1.2 Use of traditional materials and practices .....	51
5.1.3 Use of traditional craftsmanship, skills and practices .....	51
5.1.4 Risk and disaster preparedness .....	51
5.1.5 Integrated traditional knowledge and management systems in its disaster mitigation and protection....	51
5.1.6 Neighborhood engagement and partnership .....	52
5.1.7 Sustainable cultural tourism development .....	52
5.1.8 Promotion of community interests .....	52
5.1.9: Coordination mechanisms: .....	52
5.1.10 Research guided decision making.....	52
5.2 Objectives.....	52
5.2.1 Conservation .....	52
5.2.2 Welfare of the custodians .....	53
5.2.3 Disaster Risk Preparedness Management Plan.....	53
5.2.4 Neighbourhood Involvement.....	53
5.2.5 Tourism and Heritage Education .....	53
5.3 Strategic Programmes and Actions.....	54
5.3.1 Courtyard conservation strategies .....	56
5.3.2 Royal Family Burial Area (Spiritual Landscape) Conservation Strategies .....	67
5.3.3 Agricultural land improvement and conservation strategies.....	67
5.3.4 Re-establishment of Bark cloth tree Perimeter .....	<b>Error! Bookmark not defined.</b>
5.3.5 Open Space Development and Conservation strategies .....	<b>Error! Bookmark not defined.</b>
5.3.6 <i>Nnalinya</i> Area Development Strategies .....	70
5.3.7: Disaster Preparedness and Risk Management (DPRM).....	70
5.3.9: Neighborhood Planning and Property Buffering .....	74
5.3.9.1:Effective Neighbourhood involvement .....	74
5.3.10: Tourism and Heritage Education .....	76
5.3.10.1 <i>Kasubi</i> Heritage Product Development.....	76
5.3.10.2: Establish product portfolio of the Property.....	76
5.3.10.3: Community sensitization and capacity building in tourism .....	77
5.3.10.4: Establish visitor center and services .....	77

5.3.10.5: Marketing and Promotion.....	78
5.3.10.6: Heritage Product Development and Experiences .....	79
Chapter Six .....	85
Implementation of the Master Plan.....	85
6.0 Implementation Plan .....	85
5.1 Implementation Strategy .....	85
5.1.1 Institutional Framework .....	86
5.2 Action Plan .....	90
5.3Funding.....	96
Chapter Six .....	97
State of Conservation and Development.....	97
6.0 Desired State of Conservation and Development for the <i>Kasubi</i> Site .....	97
6.2 Corrective Measures as achievements of the Desired State.....	98
6.2.1 Reconstruction of <i>Muzibu Azaala Mpanga</i> , 2019 .....	98
6.2.4 Site Maintenance plan.....	98
6.2.5 Transmission of traditional knowledge .....	98
6.3 Planning guidelines and policies on the visual appearance of the Property (2020-2022) .....	98
6.3.1 Physical Plans .....	98
6.3.2 Disaster and Risk Management Strategy (2018 – 2023) .....	99
6.3.3 Management Plan (2018).....	99
6.3.5 Tourism and Education.....	99
Chapter Seven .....	101
<i>Kasubi</i> World Heritage Property Monitoring and Evaluation .....	101
References.....	105
Annex 1 Committee decisions relevant to the Master Plan development .....	106
Annex 2: Charter of Cultural Tourism Applicable in <i>Kasubi</i> Cultural Tourism Development.....	112
Annex 3: Trails Master Plan Design Guidelines Matrix .....	113



## List of Figures

Figure 1: The location of Kasubi World Heritage Property .....	13
Figure 2: Location of the Property .....	14
Figure 3: Existing states of the Courtyard buildings .....	40
Figure 4: Satellite Image of <i>Kasubi</i> World Heritage Property and its neighborhood .....	46
Figure 5: Planned spatial structures .....	56
Figure 6: Proposed spatial developments in Courtyard, Nnalinya and Open space.....	57
Figure 7: Restoration of 1905 <i>Muzibu-Asaala-Mpanga</i> Height.....	58
Figure 8: Proposed Architectural Designs after Reconstruction.....	59
Figure 9: Current state of <i>Bujjubukula</i> .....	60
Figure 10: View of proposed architectural restoration .....	61
Figure 11: Developments proposed in Agricultural Landscape .....	68
Figure 12: Proposed DPRM Spatial Plan .....	71
Figure 13: Buffer Zone of the Property .....	75
Figure 14: Proposed Trail Network .....	83
Figure 15: Proposed Trail structure .....	84
Figure 16: Institutional Framework .....	87

## List of Tables

Table 1: Trends of the Property Maintenance History .....	20
Table 2: Heritage landscapes and attributes of Kasubi World heritage Property .....	22
Table 3: Intangible heritage elements of <i>Kasubi</i> .....	28
Table 4: <i>Kasubi</i> Tombs Traditional Custodians .....	29
Table 5: Living traditions/practitioners.....	30
Table 6: Applicable various local, national and international legislations.....	33
Table 7: Specific needs of each structure .....	40
Table 8: Intangible heritage conservation issues and implications .....	43
Table 9: Neighborhood Development Control Issues .....	46
Table 10: Tourism and Education.....	48
Table 11: Description of existing Buildings, architectural and conservation status...	63
Table 12: Action plan .....	91

## Chapter One

### Introduction

#### 1.0 Introduction

The *Royal Tombs of the Kings of Buganda Kingdom: A World Heritage Property of Uganda* (Ref.1022) (thereafter referred to as *Kasubi World Heritage property*) is the burial palace for the *Kabaka Mutesa I* (1884), *Mwanga* (1910), *Daudi Chwa* (1939) and *Mutesa II* (1969). The property is listed as national monument under the Historical Monument Act, 1967, and was inscribed on UNESCO World Heritage List in 2001<sup>1</sup>. The principal features of the Property: *Muzibu-Azala-Mpanga*, gate house (*Bujjabukula*), drum house (*Ngoga-Obukuba*), houses of the wives of the kings and important cultural houses, fire place (*Ekyoto*) and reed fence configures the core (Courtyard Landscape); the burial grounds of the princes and princesses and agricultural landscape augment and play a supportive and “punctuating” role within the larger landscape composition. Figure 1 shows the spatial organization and structure of the Property before the fire disaster incidence.

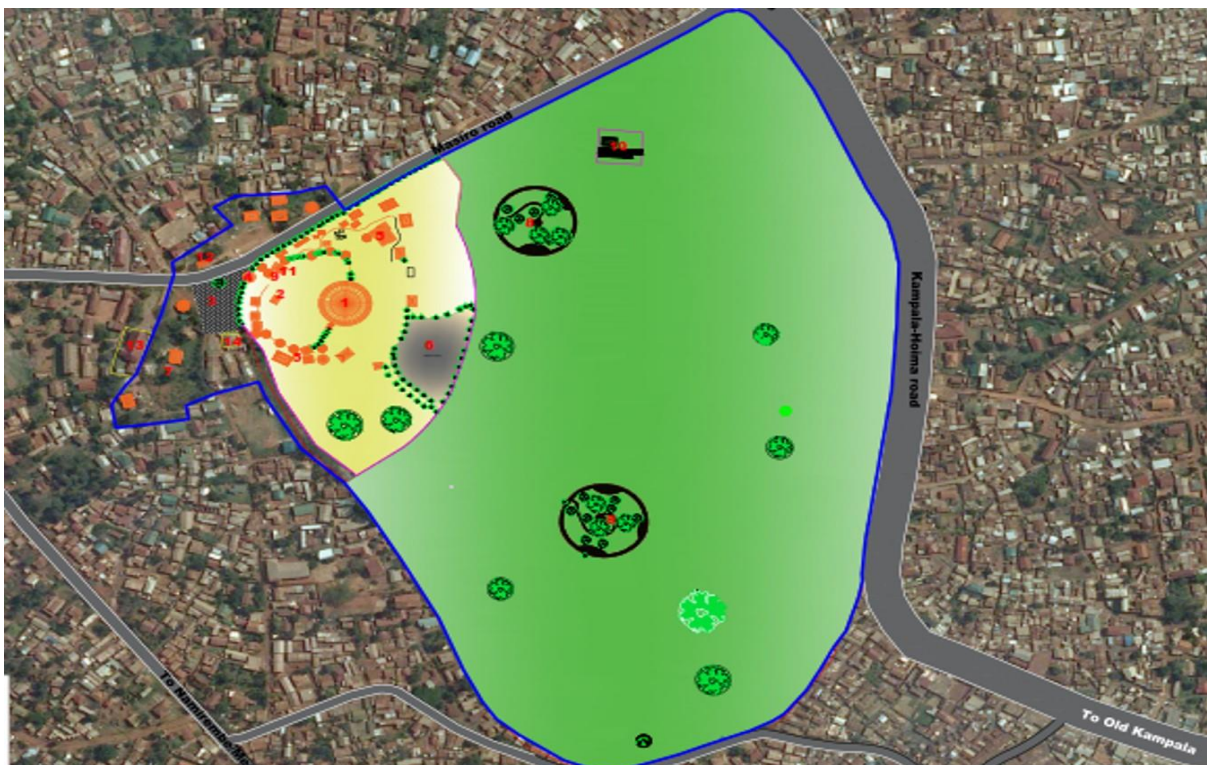


Figure 1: The location of Kasubi World Heritage property

---

<sup>1</sup> UNESCO-WHC 25 COM



development interventions need to be prioritised, given budget allocations, and needs to take place under the coordination of the relevant department and entities. The State Party and other partners including UNESCO, KCCA and the Kingdom of Buganda therefore has an important role to play in the conservation and development of the Property to stimulate its sustainability as a World Heritage Site. Specifically, the UNESCO *Operational Guidelines*, 2017, the Constitution of Uganda and Museums and Monuments Policy, 2015 mandate all parties to play a role in the conservation of the Property and that such conservation and development must be based on sustainable practices, through cooperation between stakeholders.

The development of the Master plan for *Kasubi* World Heritage Property is based on the precedence of conservation and management issues that the Tombs of Buganda Kings at Kasubi requires. The mandate above, needs to be undertaken in a coordinated manner, within strategic guidelines, and with the cooperation of all stakeholders. The aim is to retain and perpetuate the integrity and authenticity of its tangible and intangible aspects. This will support systematic efforts to conserve and develop the Property and coordinate efforts of the established tripartite partners (the Buganda Kingdom, the Government of Uganda/State Party and UNESCO).

### **1.1 Background**

The State Party of Uganda began the preparation of the Master Plan in early February 2017. This was in response to the UNESCO/ICOMOS/ICCROM Joint Reactive Monitoring Mission 2015 requested preparation and submission of a Master Plan for *Kasubi* World Heritage Property to the World Heritage Centre.

Recalling the recent UNESCO World Heritage Committee (WHC) decision 40 COM 7A.8, 2016, a further strong request was made for the Master Plan to be submitted by 1<sup>st</sup> February 2017. The WHC set two pillars to guide the processes of formulating and implementing the Master Plan of *Kasubi* World Heritage Property, thus:

1. Ensuring *Ganda* architectural principles, materials, and building traditions are harmonised within an integrated plan for development proposals. Such proposed provisions of a reservoir and a fire-fighting system, alterations to the entrance, implementation of a visitor route or development of tourism facilities like restaurants, and the widening of the road should adhere to the integrity of the property, and
2. A site plan of the property that contains all the structures of the property, as it is now and planned to show what is envisaged as development proposals;

The Advisory Bodies, ICOMOS and ICCROM were requested by UNESCO to advise and guide the national technical team on the content and the process of compiling the Master Plan.

### **1.2 Plan Contexts**

The Master Plan 2018/2028 is developed with a vision to support conservation through reconstruction, renovation and restoration works and to set out a road-map for further conservation and development of the Property. There was an urgent need to establish appropriate conservation plans, policies and management systems for

the Property after the 2010 fire disaster incidence. This plan is not a maintenance plan for the Property, nor is it an operational plan. Maintenance, meaning routine non-destructive actions that preserve the existing form are regarded as part of daily activities undertaken by custodians and the Kingdom of Buganda. The conservation essence focuses on long-term and major aims to reconstruct, renovate and restore the Property (particularly, the *Muzibu-Azaala-Mpanga* reconstruction, and the *Bujjubukula* gate house renovation, disaster plan and management).

The Master Plan was developed using a collaborative approach in a spirit of togetherness and unity by a National Taskforce of the State Party of Uganda (thereafter GoU), Buganda Kingdom Administration (Traditional owners of the property), Kampala Capital City Authority (KCCA), the Tomb custodians, Kasubi neighbourhood community, the general public and the advisory team of UNESCO – ICOMOS – ICCROM and Makerere University Researchers.

A number of consultation were undertaken with Buganda Heritage Tourism Board staff and governing board, custodians, KCCA (Lubaga Division representatives); Uganda Police (Fire Service Unit) Property resident community and other government ministries, departments and agencies to develop an implementable plan as prerequisite set by the World Heritage Committee<sup>3</sup> for identification of key projects and phased action plan processes.

The goal of the Master Plan is to provide guiding framework and support the conservation of *Kasubi* World Heritage Property to ensure it retain its OUVs to meet the current needs of the present and also the future generation needs.

This *Kasubi* Master Plan aims to address 6 main areas:

- the various specific plans of reconstruction,
- restoration and recovery plan,
- disaster and risk management plan,
- tourism and education plan,
- needs of custodians and
- physical development plan of the site.

Specific projects, action areas/plans are identified and prioritized to guide implementation in order to achieve the protection of the OUVs of *Kasubi* Royal Tombs. This Plan is expected to be executed over a period of 10 years. The Plan also takes into account the needs of stakeholders especially the development needs of neighbouring residents and the traditional management systems that evolved within the modern Kampala Capital City.

The Plan is developed in the premise of the existing policies and legislative framework of the State Party, the traditional practices and norms of *Ganda* culture and the UNESCO Conventions, operational guidelines as well as various reports and decisions aligned to the property.

---

<sup>3</sup> (WHC. 39 COM 7A.23 reiterated in Decision: 40 COM 7A. 8.).



The “*Operational Guidelines for the Implementation of the World Heritage Convention* (hereafter referred to as *Operational Guidelines*)” guides the reconstruction, restoration and renovation of the Property. The *Operational Guidelines*, 2012; Paragraphs 172 and 173, are applied in this Master Plan.

---

172. The World Heritage Committee invites the States Parties to the Convention to inform the Committee, through the Secretariat, of their intention to undertake or to authorize in an area protected under the Convention major restorations or new constructions which may affect the Outstanding Universal Value of the property. Notice should be given as soon as possible (for instance, before drafting basic documents for specific projects) and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved.

173. The World Heritage Committee requests that reports of missions to review the state of conservation of the World Heritage properties include:

- a) an indication of threats or significant improvement in the conservation of the property since the last report to the World Heritage Committee;
- b) any follow-up to previous decisions of the World Heritage Committee on the state of conservation of the property;
- c) information on any threat or damage to or loss of Outstanding Universal Value, integrity and/or authenticity for which the property was inscribed on the World Heritage List.

The Plan would also be subject to formal monitoring and evaluation processes using process/implementation and outcome/effectiveness/impact approaches. Process/implementation evaluation approach aims to determine whether projects and action plan activities will be implemented as intended through continuous annual review. But, it proposed to have one major mid-period process/implementation evaluation. Outcome/effectiveness/impact evaluation approaches aim to measure project/action plan effects on the conservation and sustainability of the Property and the neighbouring residents of *Kasubi* Village. It will involve assessing the progress in the outcomes or outcome objectives in ultimate goals of tangible and intangible attribute conservation and sustainable local economic development through heritage tourism of the Property. It will be carried out at the end of the Plan implementation. It is expected to help formulate subsequent development plans of the Property after the expiration in 2028.

### **1.3 Goal of the Master Plan**

*Kasubi World Heritage Property Master Plan aims at the integrated conservation, planning and development with key focus on the protection of its OUVs, ensuring effective protection of its tangible and intangible attributes as well as sustainability to achieve local economic development goals and sustainable heritage education.*

Based on its goal, the Master Plan provides a holistic framework to guide in decision making and a coherent set of appropriate actionable projects and programmes for continued conservation as well as sustainable development of *Kasubi* Tombs World Heritage property. This aims to ensure its conservation, its role in socio-economic

development of neighbouring residents as well as disaster risk management that threatens the Property's future.

This Master Plan sets out the main objectives to provide a framework to conserve both the tangible and intangible attributes and cultural landscape of *Kasubi* World Heritage property and to ensure its protection from disaster.

#### **1.4 Timelines of the Master Plan**

The *Kasubi* Master Plan 2018-2028 is aligned to 10 years period. It is intended to act as a road map for the future conservation and development of the site. The Plan has set up short to medium term objectives and long term objectives and action plans. Continuous monitoring and evaluation mechanism is integrated in it to ensure various Plan objectives are achieved. Major mid-term review is proposed after five year period; from 2018-2023 to assess effectiveness or deviations of implementation process. Though a master plan is set to be rigid with fixed projects, the mid-term evaluation aims to guide adjustments. The objective of the mid-term review is to recommend adjustments and learn lessons from what is going on. Towards the end of implementation period (2027) final evaluation will be carried to pave the way for the review and development of a new Master Plan to continue plans to ensure sustainable conservation and development.

#### **1.5 The National Technical Committee**

The National Technical Committee formed in April 2010 was endorsed by Decision 2011 to take lead; coordinate and advise and make recommendations to the State Party (the Government of Uganda), the Kingdom of Buganda and World Heritage Centre (WHC) on matters relating to the conservation (reconstruction, restoration and renovation), safety and management of Kasubi World Heritage Property; undertake actions in partnership with three partners to promote sustainable development and create public awareness of the value and benefits of the Property.

It is hereby recommended that the National Technical Committee is responsible for the implementation and still remain the lead organization, headed by Ministry of Tourism Wildlife and Antiquities. Other organizations/agents include Ministry of Gender and Social Development, Uganda Police, Buganda Kingdom Uganda. The role of the Technical Committee will be to oversee implementation process, prepare detailed projects and monitor their implementations, make and review budgets, and prepare and report annually on the progress of Master Plan implementation. It is also expected to solicit for funds from the State Party, the Kingdom of Buganda, conservation agencies and donor community to accomplish the Plan.

#### **1.6 World Heritage Committee Decisions**

The World Heritage Committee made a number of decisions relating to the conservation (mainly reconstruction and renovations) and development of a Master



Plan for the *Kasubi* World Heritage Property (see Annex 1). The key decisions focused on maintaining and safeguarding authenticity and continuity of the traditional and cultural practices, establishing corrective measures against fire disaster risks, formulation of *Kasubi* World Heritage property Master Plan and preparation of comprehensive site plan for conservation, disaster risk management and tourist use.

These committee decisions inform the Master Plan Desired State of Conservation and Development and implementable areas of concern.

### **1.7 Structure of the Master plan**

Chapter 1 provides brief introduction to Master Plan. Chapter 2 looks at trends of maintenance taken over the years to protect the attributes of the property from being eroded. It also lists the attributes and values found in the Property. Chapter 3 exclusively deals with international and national legislations used to protect the OUVs. Chapter 4 and 5 are concerned with the needs and strategies to address these needs. While Chapter 6 outlines the implementation and action plans and responsible committee for carrying the implementations. It provides that the National Technical Committee (NTC) formed in April 2010 endorsed by Decision 2011 will take lead and also be coordinative working committee; thus coordinates, advise and make recommendations to the State Party (the Government of Uganda), the Kingdom of Buganda and World Heritage Centre (WHC) on matters relating to the conservation (reconstruction, restoration and renovation), safety and management and plan implementation. NTC will be chaired by Permanent Secretary, MTWA and consist of members from the Kingdom of Buganda, the royals and custodians, KCCA, MGLSD and others. The NTC will have its secretariat located within the office of the Department of Museums and Monuments (office of the Commissioner) .

The Plan will be subject to formal monitoring and evaluation processes using process and impact evaluation approaches (Chapter7). Process evaluation aims to determine whether projects and action plan activities will be implemented as intended. Continuous annual review will be produced to show progress. But, it proposed to have one major mid-period process evaluation. Impact evaluation aims to measure projects/action plan effects on the conservation and sustainability of the property and the neighbouring residents of Kasubi village. It will involve assessing the progress in the outcome/outcome objectives related to conservation of tangible and intangible attributes and sustainable local economic development through heritage tourism. It will be carried out at the end of implantation phase. It is also excepted to identity strengths and weaknesses of this proposed plan for guiding subsequent conservation and development plans after the expiration period 2028.

## Chapter Two

### Maintenance, Trajectories , Attributes and Values

#### 2.0 *Kasubi* Royal Tombs and its past History

Chronological assessment of development and maintenance history is important to understand the linkages between the state of conservation and OUVs of the Property.

#### 2.1 Trends of the Property Maintenance

The restoration or maintenance history of the Royal Palace and Tombs of Kings of Buganda is a tradition established time immemorial. Traditionally, there were constant maintenances of royal palaces carried out by different clans (especially the *Ngeye* [Columbus Monkey] clan, whose role is to specialize in the construction). But, landmark maintenance works on *Muzibu-Azaala-Mpanga* (Table 1) are worth noting, because they have direct implications on the OUVs now and in future.

**Table 1: Trends of the Property Maintenance History**

Maintenance Work, 1905	The original palace was built in 1882 by <i>Kabaka Muteesa I</i> . It was much larger than the one that was inscribed on World Heritage List and destroyed in the March 2010 fire. The scale of the 1882 model was reduced in 1905, on account of the non-sustainability of its huge proportions, with the diameter reduced to 31metres. The 1911 publication of Rev. D. Roscoe gives an idea of the 1905 model. This model featured an interior space dominated by a large quantity of wooden columns that held up the steep roof, which was approximately 16m high.
Reconstruction Work, 1938-1940	The 1938 remodelling of the building during the reign of <i>Kabaka Daudi Chwa II</i> involved a further reduction of the roof height by 4m but the building diameter remained at 31metres. The main door design was also introduced at this time. King <i>Daudi Chwa II</i> reconstructed the <i>Muzibu Azaala Mpanga</i> and introduced steel use to reinforce the traditional architectural structure. Concrete poles were used to strengthen the structure. Concrete foundation and a circular tie-beam made of reinforced concrete and metal beams was placed over the ceiling. External wall was built by use of

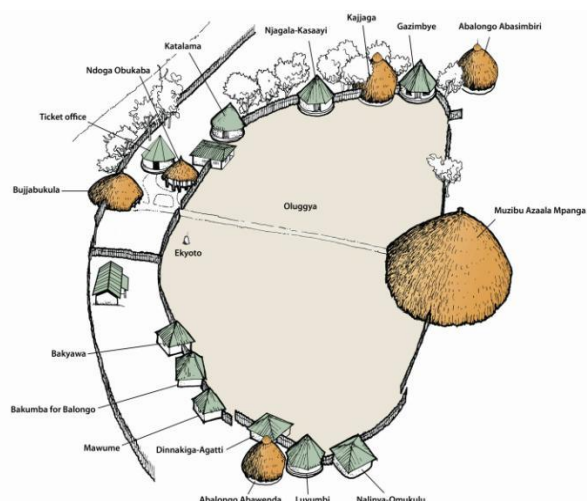
	burnt clay bricks meanwhile a circular reinforced concrete beam was constructed in the main entrance. Bark cloth introduced to conceal the concrete materials. The use of reinforced concrete and steel beams facilitated the opening up of the ground floor space (creating a larger public space), and reduced the number of the timber columns
Maintenance Work, 1989	By the Historical Monuments Act, 1967, the Department of Antiquities took over the conservation activities of <i>Kasubi</i> Tombs. Most of the thatch roofs of the houses of the custodians were replaced with galvanised metal sheets painted in green and the walls have been re-built using burnt clay bricks plastered with cement.
Maintenance Work, 1993	An Act of Parliament returned the Royal Tombs of the Kings of Buganda to the Kingdom. The Ministry of Tourism, Wildlife and Antiquities received assistance from the UNESCO for renovation work on the tombs and partial re-construction of some of the side buildings using "durable" materials. There pairs on the thatch roof lasted for two years but they have been done in several short phases.
Maintenance Work, 1997 - 1998	The reed fence along the main gate re-built with cement blocks and the Drum house ( <i>Ndoga Obukaba</i> ) was re-built with clay bricks.
Reconstruction and Restoration Work; 2011-2017	The building destroyed by the March 2010 fire was indicative of the 1938 model. These two models were considered in selecting the reconstruction option. The final decision for the reconstruction is spatially based on the 1938 model. However, because the low pitch of the 1938 roof resulted in problems with rain water ingress, the roof structure is slightly modified to reflect the pitch of the roof model of the 1905 design. The foundation, the columns and the walls are built using concrete, beam and the steel structure for the roof. The current reconstruction and restoration work follows introduction done by King Daudi Chwa II in 1938

## 2.3 Defining the attributes of the Tombs of Buganda Kings at *Kasubi*

### 2.3.1 Tangible Attributes

The various physical structures of *Kasubi* of *Mutesa I*'s Palace at *Kasubi* which later became the burial place of four Buganda Kings is inscribed on UNESCO World Heritage List as the Tombs of Kings of Buganda at *Kasubi*. It is commonly referred to as the *Kasubi* World Heritage property. Three different cultural landscape layers signify the values of the Property. The courtyard area with its housing arrangement, the burial area for royal family members and the agricultural landscape formed the core tangible attributes inscribed on UNESCO list. The cultural heritage values are augmented by the *Ganda* architectural design and use of traditional vegetal materials before pre-colonial period. Its *inclusion on the World Heritage List* describes Tombs of Buganda Kings at *Kasubi* as cultural royal tombs that contains a unique traditional structural design and courtyard layout with its allied structures. Table 2 provides the list of tangible attributes of the Property.

Table 2: **Heritage landscapes and attributes of Kasubi World heritage Property**



### Courtyard (Olugya) Landscape

The unique structural configuration of the court area where *Muzibu Azaala Mpanga* is designed has a layout of the large courtyard (*olugya*), a forecourt containing the drum house (*Ndogo Obukuba*) and entry gate house (*Bujja Bukula*); a typical ensemble of the traditional Buganda Kingdom Palace. The Courtyard depicts the spatial organization of the *Kasubi* Tombs site representing the best example of a Baganda palace built in finest traditions of *Ganda* architecture and palace. It reflects technical achievements developed over many centuries. It houses the Twin houses which have spiritual importance to the people of Buganda Kingdom. *Muzibu-Azaala-Mpanga* was constructed by *Kabaka Mutesa I* as his royal palace in 1882. Based on Buganda royal tradition, the king was buried in 1884 in his palace. The tradition changed after colonization and creation of modern Uganda where three kings were also buried in *Muzibu-Azaala-Mpanga* after *Kabaka Mutesa I*

## **Tangible Attributes of the Courtyard (Olugya) Landscape**

### **-Muzibu-Azaala-Mpanga (Main Tomb House)**

Within *Muzibu-Azaala-Mpanga* are special attributes that signifies its cultural values and significance: *Kibira* (Bark cloth curtain referred as forest behind the 4 kings are entombed); the 52 rings on the ceiling representing the clans and used as sign of unity.

### **-Bujjabukula (Gate House)**

### **-Ngoga-Obukuba (Drum House)**

### **-Houses for wives of the king**

1. *Gazimbye*
2. *Njagala-Kasaayi*
3. *Katamala*
4. *Bakyawa*
5. *Nalinya-Omukulu*

### **-Twin houses**

1. *Abalongo-Abasimbiri 1*
2. *Abalongo-Abasimbiri 2*
3. *Abalongo-Abawenda*

### **-Courtyard reed fence**

### **-Open fire place (*Ekyoto*) symbolizing living spirits of the kings**

### **-Custodians as courtyard personalities**

### **-Visual courtyard layering**

### **-The Royal grave yard**

The *Muzibu-Azaala-Mpanga* interior designed by traditional architects, including the 52 rings of the ceiling, the traditional pillar pole, *Kibira* (bark cloth curtain separating the spiritual world of the kings from the public, main entrance with ornamental oval-shape and these different structures support the overall core cultural heritage values or interests of the Property.

## **Royal Drums**

Royal drums play a significant role in the authority of the kings as a communication media. There used to be over 200 royal drums of different sizes, shapes and decorations when the palace was active with the living King. After the death of the King, the palace was transformed into the tombs (burial place), some of the drums were taken away. The current number left is 16 drums. Currently, the drums are

kept in *Ndoga-Obukuba* (drum house) which is preserved by periodic smoking done by the drum custodian (*Kawula*).

### **Agricultural Landscape**

About 40 acres of the land is used traditionally for agriculture land which exists within *Kasubi* World Heritage Property reflecting royal history of food production and traditional *Ganda* farming practices from the time Kasubi Hill became royal palace to date.

- Traditional gardens
- Traditional crops
- Wives of kings and other custodians practice farming
- Mounds
- Planted trees with different traditional values
- Herbal plants
- Birds, monkeys, butterflies

### **Spiritual Landscape**

A number of places with spiritual values exist within the courtyard where the people of Buganda mediate with the kings. The four tombs of the kings are well-known with a number of royal graves behind the courtyard.

- Tomb of *Kabaka Mutesa* 1 (1884)
- Tomb of *Kabaka Mwanga* (1907)
- Tomb of *Kabaka David Chwa* (1939)
- Tomb of *Kabaka Mutesa* II (1971)
- Tombs of princes and princesses
- Tombs of other royal members
- Twin houses (3).

### **Other tangible attributes outside the enclosed Royal Palace Property on Kasubi Hill**

Some of the traditional buildings associated with the kings of Buganda Kingdom are outside the enclosed Property. They form an important part of Buganda tradition and history of the Kasubi World Heritage Property.

- Jjunju* House
- Buwanga* House

-*Mengo* Palace (Shelter where the *Mutesa* II dead body was temporarily laid before being entombed)

-*Katikiro* of the Tombs House

-Houses of custodians

- *Masiro* Road

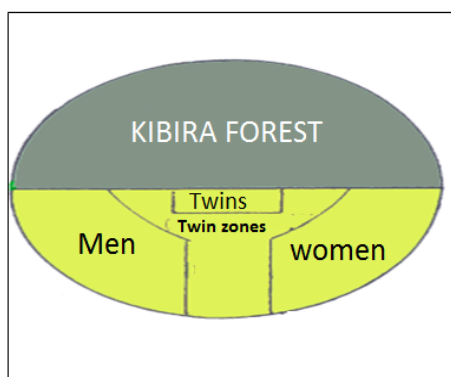
-*Nnaylinya* Residence

### **Fig Tree (*Ficus natalensis*) Perimeter Fence**

The entire Property including all enclosed landscapes various features are consistent with royal palace design principles. It incorporates fig tree perimeter fence providing a strong sense of spatial enclosure of the Property.

Fig trees planted around the Property during the original construction of the Mutesa I's Palace, and since, form visually permeable lines or groupings around the Property. These perimeter plantings frame the royal land enclosure, and protection from intruders and mark Palace demarcation from other land uses while maintaining the visual experience of big sky views and spectator sightlines between royal palace and other land uses.

In the Kingdom fig trees (*Ficus natalensis*) are also traditionally used for bark cloth making.



Tangible attributes support cultural and associative value of the Property as:

- The historic palace and landscape established in 1882; cultural use and ongoing value of the Property as a major spiritual centre and the most active traditional religious place in the kingdom;
- The traditional use and ongoing ability to host a number of traditional functions;
- The burial place of the four Kings of Buganda who played various roles in welcoming missionaries, British colonial administrators (*Mutesa* I); martyrdom of Ugandans (*Mwanga*); signing Buganda Agreements (*Chwa*); being first president of modern Uganda (*Muteas* II);

- The elements of the *Muzibu-Azaala-Mpanga* architectural design symbolizing togetherness and unity of the people represented by the rings in the ceiling.
- The bark cloth curtain (*Kibira*) symbolizing connection between the spiritual world of the kings and the people of Buganda;
- Bark cloth trees (*Ficus natalensis*) perimeter symbolizing traditional enclosure of royal palaces and places in Buganda Kingdom'
- Different residences of custodians outside the Property who still perform their traditional roles making the Property a living testimony of royal traditions in the Kingdom of Buganda.

These multiple tangible attributes overlap and collectively contribute towards the OUV of *Kasubi* Tombs of Buganda Kingdom.

## **2.4 Distinct areas within *Kasubi* World Heritage property**

The *Kasubi* World Heritage property cultural heritage landscape is a traditionally designed royal landscape of very high quality. Its design clearly exhibits the traditional royal landscape approach in Buganda Kingdom. These design approaches underpin the heritage value of the entire Property and present a complete image of great aesthetic heritage value. The Property is composed of areas characterized by specific functions and geophysical features. These areas define the different spectator experiences, and the supporting operations of Buganda Kingdom royal setting.

In order to offer guidance that reflects these distinct functional and geophysical contexts, this plan categorizes the Property into five conservation units:

1. the courtyard (including *Muzibu-Azaala-Mpanga*, *Bujjabukula* [Gate House], *Ngoga-Obukuba* [Drum House] houses for wives of the king, Twin Houses, courtyard reed fence);
2. the burial area of royal family members (spiritual landscape) and;
3. the royal agricultural land (agricultural landscape);
4. open space in front of the Property (temporary *Mengo* Palace; the shelter built to place the Casket of *Mutesa* II when his remains were returned, *Jjunju* House, *Katikiro* of the Tombs House, houses of custodians, *Masiro* Road, *Buwanga* House); and
5. *Nnaylinya* Residence (the official residence of the kings sister and chief caretaker of the Tombs of the Buganda Kings).

These five conservation areas are inter-related in functionality and traditional activities through, among other things, pathways and views.

## **Criteria for Inscription**

The tangible attributes were inscribed on World Heritage List under the following criteria.

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



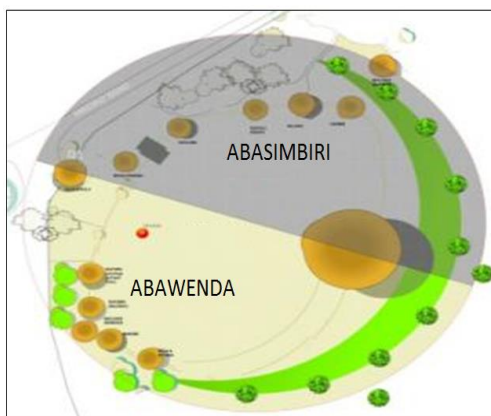
**Criteria (iii):** The *Kasubi* Tombs site bears eloquent witness to the living cultural traditions of the *Baganda*.

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

Therefore, the erosion of any single landscape feature leads to an erosion of the total heritage value, including its OUV. The Master Plan sets its priority to achieve conservation of these attributes and OUVs through reconstruction, renovation, restoration and remodelling.

## 2.5 The Intangible Attributes

The Property manifests various practices of intangible attributes. The courtyard provides deeper meaning of the royal tombs palace. The systematic burial of the four in *Muzibu-Azaala-Mpanga* and other royal family members in the Property present an important history of royal traditions of Buganda Kingdom. This brought many different layers of worship and practices linked to the spiritual being of the dead Kings. Secondly, the physical space is strongly linked to intangible cultural attributes as such the houses referred to as "Twin houses" (*Abalongo-Abasimbiri* 1; *Abalongo-Abasimbiri* and *Abalongo-Abawenda*). These houses keep royal objects associated with the kings of Buganda. Inscription of intangible heritage attributes on the World Heritage List has its roots in the spiritual values enshrined in the various structures. This makes the *Ganda* traditional practices, representations, expressions, knowledge and skills embedded in the tangible attributes form a major part of the cultural heritage.



Other intangible heritage attributes include oral traditions and expressions, traditional performances, social practices, rituals, festive ceremonies and worships, *Ganda* royal traditional events; craftsmanship and traditional skills. The *Kasubi* World Heritage Property intangible heritage further includes what has been recorded in the

National Archives, and all narratives about the kings and the Property in literature, and academic and other writings about the Kings and oral traditions (Table 3).

**Table 3: Intangible heritage elements of *Kasubi***

<b>Attributes</b>	<b>Significant Intangible Heritage Elements</b>
Social practice	The roles played by each hereditary person (Custodians) are evidences of traditional social practices for protecting the Tombs of Kings of Buganda Kingdom. This is reflected in the names of buildings and different heritage custodians. Collectively, the local names for all custodians, structures and buildings, landscape and <i>Ganda</i> language used and embedded in duties of the custodians tell highly relevant stories about the <i>Kasubi</i> tombs and their significance in traditional religion
Oral Passages	Tombs of the kings of Buganda have significant oral tales. Much of it exists in the form of unrecorded stories which are told today by the custodians, Buganda Kingdom officials and the people. The <i>new moon festival</i> , (a monthly festive) at the royal enclosure symbolizes a welcome to new life, there are jubulations of happiness, drinking, dancing, and embracing the harvests of the fore going season.
<i>Abalongo ba Kabaka</i> (Cleansing ceremony)	A number of rituals are practised including: fire-burning to symbolize life and presence of the king as a leader; festive ceremonies and worship linked to the twin's ceremonies. Twin's ceremonies <i>Abalongo ba Kabaka</i> is about the naming of the new born prince or princess and making of an object that represents his real twin, which object is then initiated with the living humanities that preside in the tombs.
Traditional skills/ knowledge transfer	Wives inside <i>Muzibu-Azaala-Mpanga</i> make mats. The care for the royal objects.
Literary knowledge	Literary works and actions of the kings and the roles they played in Christianity and Islam religions, their activities in the colonial history of Uganda and East Africa, making modern Uganda. The most important autobiographies are the ones of <i>Kabaka Mutesa I</i> who welcomed explorers in search of the Source of Nile and invited missionaries to Buganda; <i>Kabaka Mwanga</i> who ordered burning of Uganda Martyrs, his resistance to British Colonial Administration and <i>Kabaka Mutesa II</i> who became the first president of Uganda.
Knowledge and practices about nature and universe	When the current king visits the tombs, the wives of the deceased kings sing traditional songs of praise to the twins of the deceased kings. They give him coffee beans while the <i>Musenero</i> serve local beer, During this time the umbilical cords are exhibited to the king as symbol of living

	lineage of the former kings who disappeared in the <i>Kibiro</i> .
<i>Okukiika embuga</i>	A thanksgiving ceremony or prayers for life embodiment, for a new child, new office appointment and prayer for protection.

These intangible attributes also bear eloquent witness to the living cultural traditions of the Buganda. The authenticity of the Tombs of the Kings of Buganda is reflected in the continuity of the traditional and cultural practices that are associated with the memories of the kings forming a major traditional shrine for indigenous religious practices, ceremonies and consultations. The wives and the princesses are still responsible for these functions. In performing these various functions, they mediate between people and the kings.

Using UNESCO, Convention for the Safeguarding of the Intangible Heritage, 2003, these attributes were inscribed as part of OUVs of *Kasubi* World Heritage Property in 2010 (*Criterion vi*). Thus, *the built and natural elements of the Kasubi Tombs site are charged with historical, traditional, and spiritual values. It is a major spiritual centre for the Baganda and is the most active religious place in the kingdom.* This Master Plan also pays special attention to conserving the intangible attributes.

## 2.6 Custodians as Living traditions

Various custodians are critical to the intangible values of *Kasubi* World Heritage Property. They form permanent heritage attribute; acting as mediators between the tangible and intangible aspects. They hold critical positions and are important heritage personalities performing traditional rituals, maintaining the site and carrying out daily routine work of managing various functions of the Property. Custodians provide passage of knowledge and information on the spiritual practices and craftsmanship. They are categorized into six groups based on their roles and duties (see Table 4).

**Table 4: *Kasubi* Tombs Traditional Custodians**

Category	Number before fire	Number after fire
Nnalinya	4	1 Active
Katiikiro	1	1
Royal guards	30	3
Tomb attendants (Ladies)	27	27
Drum keeper	1	1 Not at the site
Fire place keeper	1	1 (Not active)

They hold vital positions as heritage personalities performing traditional rituals and maintaining the Site as a living place (see Table 5 for individual functions).

**Table 5: Living traditions/practitioners**

Tittle/Name	Functions and duties
<i>Kasujju Lubinga</i>	The principal person who is responsible for the installation of royal heirs. This is a process to authenticate the royal members of family by laying a bark cloth wreath on the deceased King's tomb.
<i>Mugemaa Masiro</i>	The person responsible for the protection of the royal tomb from any spiritual encounters especially when new construction or restoration of royal enclosures is in progress.
<i>Musenero</i>	The person is responsible for providing local brew and is present at the site all- the time to ensure that the <i>Kabaka</i> shares royal beer with his subjects.
<i>Abakongoozi or amasengere</i> (deities)	These are persons responsible for consultations with the royal family for those who wish to know more on the challenges that may arise with the Kingdom or themselves or fore tellers. They represent the original deceased <i>Kabakas</i> .
<i>Koddulubale. Nassaza and Kabejja</i>	The 3 wives of the kings responsible for coordinating farming in the agricultural landscape of the Property.
<i>Nnaalinya</i>	King's sister responsible for managing the tomb. There are 4 <i>Nnaalinyas</i> each managing the tomb of each king entombed.
<i>Abambowa</i>	Traditional chief guard of Royal Tombs of Kings.
	In-charge of Drum house ( <i>Ndoga-Obukaba</i> )
<i>Nsigo</i>	Traditional Gate keeper
<i>Musooloza</i>	Keeper of fire place
<i>Luyiiga</i>	Decorator
<i>Mulamba</i>	Security guard
<i>kawuula</i>	Drum keeper (smoking the drum house)
<i>wives of the kings(general)</i>	Wives These Tombs are important shrines and spirits of traditional religion for rituals, ceremonies and consultations frequently held to venerate the four Kings that are buried there. The wives and royal sisters to the Kings are responsible for the related traditional ceremonies within the tomb, like the veneration of the twin's objects, welcoming of the current King, visitors for traditional consultations. Whenever the current King visits the tombs, the wives take him through with traditional songs of praising twins, deceased monarchs, dancing with joy before the King and presents. Coffee beans and local beer are served by

	women/wives and <b>Musenero</b> . During such a time the umbilical cords are displayed and one of the wives describes everything before the King. Women at the tombs are linked to intangible ceremonies associated with protection of the King.
--	--

The presence of these heritage persons also provide links between the intangible and tangible heritage creating meaning to the present people about *Kasubi* World heritage Property. Hence the disappearance or lack of replacement undermines the OUV of the Property as a whole.

These tangible and intangible attributes support contextual values of the Property. They represent the designed cultural heritage landscape as experienced from the public realm and within the heritage. Its visual, historical and cultural connections, traditional land use and practices, and spatial organization support the overall cultural heritage value or interest of the Property. Secondly, its spatial views from the *Lubaga, Namirembe, Makerere* and other hills gives a distinctive spatial impression of Kampala Capital City as unique city of culture and history.

## 2.7 Values

### 2.7.1 Cultural and Historic Values

*Kasubi* World Heritage property was inscribed on World Heritage List as having an exceptional architectural work piece and spiritual values. Cultural values of the Property lies in *Ganda* royal cultural traditions and practices. The roles played by the Kings of Buganda at *Kasubi* remained remarkable in the political history of Uganda. Their roles are part of intangible heritage attributes passed from generation to generation through teaching in schools and higher institutions about welcoming missionaries and British colonial administration, resistance and leadership in modern Uganda.

### 2.7.2 National Values of *Kasubi* World Heritage Property

- National historic monument symbolizing the roles played by kings of Buganda Kingdom in indigenous African state building and eventual acceptance as well as resistance to spread of Christianity and Islam, foreign colonization and initial establishment of the foundation of modern Uganda.
- Representation and a symbol of indigenous African monarchical system and governance in Uganda.
- Cultural tourist destination of KCCA and Uganda where international and domestic visitation is promoted.
- Education place where schools, institutions and universities learn about the history and culture of the *Baganda*.
- Historic nodal centre where modern urbanism started in Uganda.

### 2.7.3 Contextual Value

This explains the current local and urban values of the Property. It is a landmark within Kampala Capital City. The maintenance of traditional architectural design with preserved quality of the vegetal materials, and its connection to the Kings of Buganda, have been important in defining the character of Kasubi World Heritage Property and giving it a distinct place within the larger KCC metropolitan area, and beyond. The Property is also a central defining feature of Kasubi's immediate neighbourhoods, which were created by Kabaka Mutesa I in 1884.

The Property retains a high level of authenticity and integrity, continuing to be a major spiritual place for the Buganda royals and the people of *Baganda*. These values make the Property to be:

- Pride of Kampala Capital City providing brand image of Kampala City as "Cultural heartland of Africa"
- Creating unique competitive advantage among cities for cultural tourism development within the City.
- Ritual place where local people perform a number of cultural rites to passages.
- Symbol of power and authority for the Kingdom of Buganda.
- Cultural centre of the Kingdom of Buganda.
- Place where the people of the Kingdom of Buganda pay homage to the traditional lineage of four Kings (*Kabakas*).

### Chapter Three

#### Legislative Frameworks

The *Kasubi* World Heritage Property Master Plan guides a number of physical development plans, conservation (reconstruction and renovation) and socio-economic projects. It is wholly or partly aligned with, and merged into international conventions, protocols and declarations regarding protection, conservation and sustainable use of a World Heritage property, national legislative frameworks of the Government of Uganda (the State Party) and KCCA (Table 6).

**Table 6: Applicable various local, national and international legislations**

Policy Documents	Brief description and application in <i>Kasubi</i> Master Plan
<b>International Conventions- used to establish, protect and preserve Tombs of Buganda Kings at <i>Kasubi's</i> outstanding value to humanity</b>	
UNESCO, Convention Concerning the protection of the World Cultural and Natural Heritage, 1972	<p>Notes threats of destruction not only by the traditional causes of decay, but also by changing social and economic conditions which aggravate the situation with even more formidable phenomena of damage or destruction; provides for the preservation of cultural heritage of outstanding interest and as part of the world heritage of mankind as a whole; a framework for establishing an effective system of collective protection of the cultural heritage of outstanding universal value, organized on a permanent basis and in accordance with modern scientific methods.</p> <p>With regard to <i>Kasubi</i>, the Convention's mission are to encourage Uganda to ensure the protection of the Property; establish management plans and set up reporting systems on the state of conservation of <i>Kasubi</i> World Heritage Property; provide emergency assistance to the Property after the Fire incidence; support public awareness-building activities for the Property conservation; encourage participation of the local population in the conservation of the Property, and encourage international cooperation and partnership to reconstruct, restore and safeguard against fire disaster.</p>
UNESCO, Convention for the Safeguarding of the Intangible Heritage, 2003	Acknowledges traditions and living expressions as intangible cultural heritage (ICH); concerns with the diversity of ICH and raising of awareness about its importance; proposes five broad domains', that is: oral traditions and expressions, performing arts; social practices, rituals and festivals; knowledge and practices;

	<p>traditional craftsmanship; though not much reflected in the Nomination Dossier, 2001, ICH forms the dominant aspect of <i>Kasubi</i> World Heritage property.</p> <p>It stresses the following with regard to the Property; the importance of intangible cultural practices and safeguarding in its own right; the interdependence and integration of elements of the tangible and intangible heritage of the Property; the need to elaborate on integrated and consistent approaches for safeguarding tangible and intangible cultural attributes; involvement of local residents of <i>Kasubi</i> as well as the question of their economic sustainability; and maintaining the “authenticity” for intangible cultural values of the Tombs of Buganda Kings.</p>
<b>Declarations, Recommendations, Operational Guidelines and principles-</b> additional UNESCO and other organizations to supplement the Conventions	
Yamato Declaration on Integrated Approaches for Safeguarding Tangible and Intangible Cultural Heritage, 2004	<p>Calls UNESCO to adopt and implement an inclusive and integrated vision of heritage, to support capacity building and to provide guidelines for best practices; national authorities and all other stakeholders to take concrete measures for raising awareness of the importance of safeguarding heritage, especially through formal and non-formal education, and for ensuring active local participation in this regard; all stakeholders to promote economically rewarding heritage-related activities without compromising the integrity of communities and the viability of their heritage</p> <p>For the Property, it has helped in the adoption of the Recommendation on the Safeguarding of Traditional Culture and Folklore (1989) and the Proclamation of Masterpieces of the Oral and Intangible Heritage of Humanity</p>
The Historic Urban Landscape Recommendation, 2011	<p>Recommends that a place of heritage within an urban center with high notion of historic ensemble forms part of the broader context of urban setting forming the tangible character and features, land use patterns, spatial and visual relationships, built environment, open spaces, infrastructure and the intangible values</p> <p>Recommends that planning of the larger urban area starts with understanding of the evolution of the historic urban landscape, and then seeing the current city as a depositing of many layers over time into that setting; thus in every new intervention, the history needs to be</p>



	<p>made known and multiple layers need to be revealed and celebrated</p> <p>In regard to the Property, the focus is on the definition of the value system of the Property, protecting the integrity to form a major part KCC fabric and the landscape and identification of the trade-offs and the limits of acceptable change in its historic context</p>
ICOMOS Charter- Principles for the Analysis, Conservation and Structural Restoration of Architectural Heritage (2003)	Applies in the reconstruction and restoration of the structure in <i>Muzibu-Azaala-Mpanga</i> Architecture Heritage by regarding it as a means to an end; that is, re-building <i>Muzibu-Azaala- Mpanga</i> after 2010 Fire Gutting.
ICOMOS International Cultural Tourism Charter, 1999	<p>Encourages partnerships between conservation agencies and tourism industry; provides for the protection, conservation and management of heritage places, the intangible heritage and collections to make their significance physically and/or intellectually accessible to the host community and to visitors; use domestic and international tourism as vehicles of cultural exchange and providing personal experience</p> <p>The Charter will form the guiding principles of the Property's tourism development plans</p>
The Sendai Framework for Disaster Risk Reduction 2015 - 2030 and UNESCO's Managing Disaster Risks for World Heritage, 2010	<p>Provide for engagement of central and local governments by urging them to mainstream and integrate disaster risk reduction and establish particularly local frameworks of laws and regulations; adopt and implement national and local disaster risk reduction strategies and plans; carry out an assessment of the technical, financial and administrative disaster risk management capacity and establish mechanisms and incentives to ensure high levels of compliance. UNESCO's Managing Disaster Risks for World Heritage, 2010 provides the practical approaches that can be applied to establish <i>Kasubi</i> World Heritage Property DPRM.</p>
<b>National Policies of Uganda</b>	
The Constitution of Uganda, 1995	Provides for the promotion of Uganda's culture through conservation and development. Objective XXIV noted the customary values as fundamental human rights and freedom and part of human dignity in Uganda. While,

	Objective XXV authorizes the State and citizens to preserve and promote cultural heritage.
Historic Monuments Act, 1967	Provided for gazetting cultural sites and monuments as national historic and cultural monuments that are placed under the Government of Uganda and conserved in perpetuity for the interest of the people of Uganda.
National Museum and Monuments Policy, 2015	<p>Provides for preservation and sustainable development of cultural heritage to establish, promote, conserve, preserve and present Uganda's heritage.</p> <p>Achieved through; establishing leadership, management and governance structure; building capacity in heritage conservation and development; promotion of heritage education and awareness; establishment of cultural heritage documentation, research and dissemination system</p>
Uganda National Culture Policy, 2006	Culture is an intrinsically valuable and important dimension of identity; capital that can be harnessed for development; need to be conserved, documented need for creation of awareness of cultural sites, monuments and antiquities; promotion of cultural institutions and cultural tourism as vehicle for socio-economic development.
The Uganda Tourism Act, 2008	Established the functions of UTB to market, develop products, set and control standards, and inspect, register, license and classify tourist facilities; provides for the promotion of tourism development
Tourism Policy 2015	Offers specific guidelines and conditions with regards to the roles and responsibilities of Local Governments to provide specific tourism plans including identification of cultural and natural resources for protection and development; establishing and developing Tourism Development Areas, clusters and zones; initiating the compilation of tourism statistics at local level; enforcing tourism regulations and standards; promoting tourism awareness; mobilizing and creating awareness among communities about tourism opportunities; providing tourism information management system and establishing local tourism safety and security programmes in collaboration with local business and Uganda Tourism Police.

National Policy for Disaster Preparedness and Management, 2013;	Provides for setting disaster risk management goal and objectives; establishing an integrated approach; formulating a comprehensive disaster preparedness and management legal framework; establishing an institutional framework and an effective monitoring and evaluation system. Section 2.2.2 on Fires applies in case of <i>Kasubi</i> World Heritage Property recommending regular checks, public awareness and education, regular fire drills, establishing fire facilities and partnerships; Forms important criteria for the formulation of <i>Kasubi</i> World Heritage Property DPRM Plan.
Physical Planning Policy, 2011	Provides for local government planning units to make and approve physical development plan and accept and apply development permissions and other related matters. The policy mandates the committees to approve local physical development plans, area action plans, building designs and signage designs.
National Environmental Management Act, 1996; The National Environment Act, Cap. 153, 2000	Provide guidelines and principles of environmental management by facilitating the conservation and enhancement of the environment. The Acts also established NEMA to undertake EIA for tourism investments and establish mitigation measures where applicable
<b>Local Government Plan (KCCA)</b>	
Kampala Physical and Development Plan (KPDPP), 2012	<p>Provides spatial aspects of social and economic development of KCC aimed at coordinated and ordered hierarchy of urban development and optimal use of resources and facilities</p> <p>Formulation of detailed and neighborhood plans that has started in the Divisions.</p> <p>KCC Road expansion and improvement projects including <i>Hoima</i> Road expansion and upgrading</p>

These legislative frameworks address the entire *Kasubi* World Heritage property ensemble of cultural structures, landscapes and custodians as heritage personalities, gardens, crops, medicinal plants and other cultural features. These features are composed by humanity overtime and establish the Property and KCC character. The Property embodies the tangible and intangible urban heritage of KCC that valued and protected by these various international, national and local legislative frameworks provide in Table 6. The 1972 World Heritage Convention and the 2003

Convention for the Safeguarding of the Intangible Heritage establish international guidelines for the conservation of the Property. The national policies of Uganda operationalise conservation and sustainable development guidelines. They provide the legislative guidance and directions to achieve conservation and development of *Kasubi* World Heritage property. They are integrated in this Master Plan to guide procedures, “dos” and “not dos” in relation to conservation, development and development controls.

## Chapter Four

### Current condition and Heritage Needs Assessment

#### 4.0 Kasubi Assessment

The Master Plan assessed current conservation and use of the Property to set thematic areas used to inform strategic directions. The Property's needs assessments are based on the current state of conservation, existing physical and socio-economic developments. The physical condition of the Property's heritage tangible attributes and disappearing aspects of intangible attributes provide the benchmark for defining its conservation quality and cultural heritage values. The condition assessment considers the individual heritage attributes as well as the cultural heritage landscape as a whole. Two rating parameters were established to indicate the current conditions and needs.

Rating	The Meaning
Good	The attribute is functional
Poor	The attribute is not functional

The Master Plan assumes that when the heritage values are conserved all the heritage attributes will be in good condition, individually and as a whole. By contrast, a heritage attribute that is in poor condition or that has been destroyed may compromise heritage conservation. A detailed condition assessment of the heritage attributes of *Kasubi* World Heritage Property are analysed below.

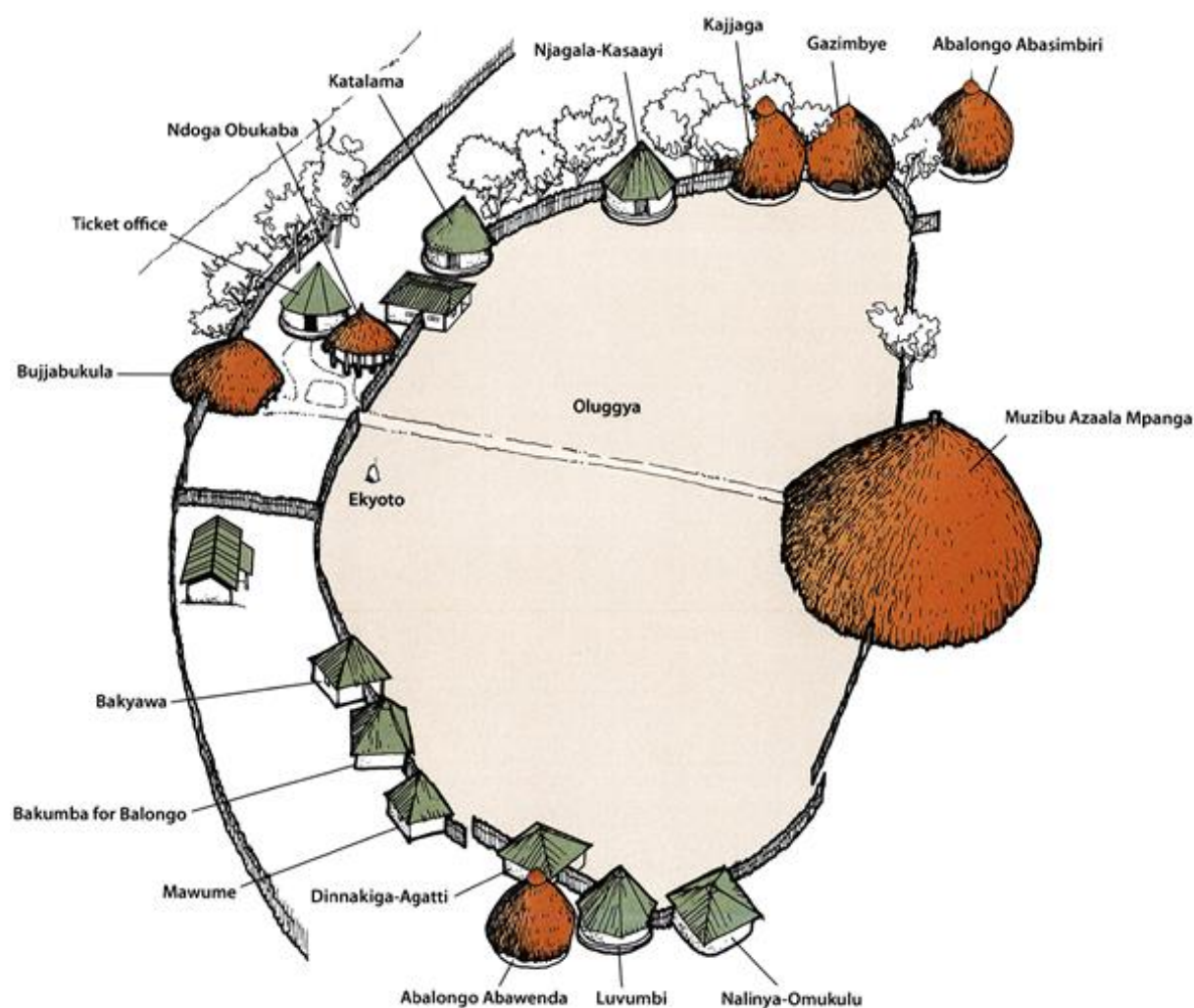
#### 4.1 Conservation issues

Issues of conservation of the Property concerns both tangible and intangible attributes: the group of traditional buildings in the courtyard, the gardens (royal agricultural landscape) and the entire royal cultural landscape including intangible values embedded in them.

##### a. Tangible Attribute

Issues of tangible attribute conservation concern the group of royal buildings in the courtyard, the gardens (royal agricultural landscape) and the entire royal cultural landscape.

Their current conditions are rated as poor and calls for immediate conservation actions. These mainly arise from lack of Conservation Manual and Master Plan to guide orderly development leading to reactive, uncoordinated and adhoc renovation, construction works and abandoning traditional royal architectural designs and use of materials (see Figure 3).



**Figure 3: Existing states of the Courtyard buildings**

Specific challenges facing each structure are in Table 7.

**Table 7: Specific needs of each structure**

<b>Tangible Attributes</b>	<b>Current conditions</b>	<b>Implications</b>	<b>Key Conservation issue</b>
<b>Courtyard</b>			
<i>Muzibu-Azaala-Mpanga</i>	Poor after 2010 fire gutting	Establish reconstruction projects, provide materials and resource	Reconstruction and restoration of <i>Muzibu-Azaala-Mpanga</i> as major conservation initiative
<i>Bujjabukula</i> (Gate house)	Poor and rapidly deteriorating condition due	Establish renovation project	Renovation



	to lack of maintenance		
Ngoga-Obukuba (Drum House)	Fairly good condition, but functions suspended	Restore traditional functions	Re-establish the functions and restore the drum keeper
Houses of the wives	Fairly in good conditions	Some need renovation	Renovation
Courtyard reed fence	Poor condition	Replace and maintain	Replacement
Open fire place (Ekyoto)	Poor condition	Destroyed and suspended after the fire disaster	Restoration
Visual courtyard layering and spatial configuration	Fairly in good condition	Minimize unnecessary condition to maintain authenticity of courtyard configuration	Restrict housing development
<b>Spiritual Landscape</b>			
Tombs of princes and princesses	Good and well maintained	Plan the landscape	Continue proper maintenance and establish lay out of the burial ground
<b>Royal Palace Property outside</b>			
Houses of custodians	Some are in good conditions while others are in deteriorating conditions	Establish plans to renovate and maintain the structures	Renovation and maintenance
Temporary Mengo shelter	Poor condition	Abandoned and used by idlers	Renovate and interpret to visitors to increase its functionality
<b>Traditional Perimeter enclosure</b>			
Fig tree enclosure	Destroyed with a loss of approximately 120 <i>Ficus natalensis</i> (Bark Cloth)	Need total replacement to authenticate the royal palace fencing and restoring OUV	Restore and re-plant
<b>Agricultural Landscape</b>			
Traditional gardens and crops	Poor with deteriorating soil conditions	Introduce traditional manure systems of the Buganda like	Restore soil fertility

		mulching using banana leaves	
Mounds of Mutesa I	Poor condition	Neglected and encroached by digging parts	Restore by planting grass

## 4.2 Intangible Cultural Heritage Issues and Implications

*Kasubi* holds strong traditional practices on living customs and tradition on royal setting in Buganda Kingdom and spiritual believe. The continuity signifies inherited customs and traditions from the past and the lives of the people of Buganda. Issues related to intangible attributes are principles of continuity of practice that must not be altered or attempt to freeze traditional them (see Table 8). The purpose is to ensure continuous re-creation and transmission of cultural expressions, knowledge and skills, social cohesion, and encourage a sense of identity and responsibility. The assessment examines challenges associated with their continuity due to rapid changing cultural practices throughout the country, conflicting interest in tourism and conservation, urbanizing of Kampala Capital City and globalization. The current conditions are associated with risks to intangible attributes of the property.

**Table 8: Intangible attributes conservation issues and implications**

<b>Tangible Attributes</b>	<b>Current issues</b>	<b>Implications</b>	<b>Conservation issue</b>
Spiritual practices	Conflicting use of the site between visitors, custodians and the people of Buganda	Spiritual practices are secret and the linkages between heritage layers should remained undiscovered to the public	Continue the practices as done by the traditions of the Baganda
Social practice	Custodians social obligations to protect the Tombs of Kings have reduced and many custodians no longer function their functions	Deteriorating responsibilities of same of the custodians as heritage personalities	Restore traditional social practices in the Property
Oral Passages	Abandoned after fire disaster	No longer done	Restore the traditional rites of passages
<i>Abalongo ba Kabaka</i> (Cleansing ceremony)	Conflicting use of the site	Secret practice	Continue the practice in the traditional way
Traditional skills/ knowledge transfer	Abandoned after fire disaster	Mat-making skill inside <i>Muzibu-Azaala-Mpanga</i> , skills caring for the royal objects, architectural skills for maintaining royal palaces in the Kingdom of Buganda	Restore these traditional skills through training

		are in jeopardy	
Literary knowledge	Literary works and actions of the kings and the roles they played in Christianity and Islam religions, their activities in the colonial history of Uganda and East Africa, making modern Uganda seem to be disappearing very fast	People, particularly the youth do not know much about the kings and their roles to build the current Uganda	Encourage extensive research on the roles of the kings, heritage education

### 4.3 Custodians Needs

Their needs are mostly linked to their welfare. Other aspects are harmonizing their functions and roles and providing market access for their crafts. The challenge of sustaining the custodians' welfare in terms of housing, food and provision of social utilities (water, electricity, sanitation needs) is important in this phase of planning. Addressing their needs is considered to be part of the overall protection of OUV attributes. They form core living human treasures of *Kasubi* Tombs. Their welfare is rated poor impeding on their functional performance.

### 4.4 Disaster Preparedness and Risk

One of the threats facing *Kasubi* World Heritage property is fire. The Fire Disaster, 2010 made *Kasubi* World Heritage property lose a lot of attributes. The *Muzibu-Azaala-Mpanga* lost most of the valuable tangible assets that define the identity of *Kasubi* World Heritage Property. When such items are lost, replacing them becomes next to impossible, thus, threatening the Outstanding Universal values (OUVs). List of *Kasubi* World Heritage Property Lost Attributes include the following.

- 1. Total burning of *Muzibu Azaala Mpanga*:** The original architectural values were lost, such as the designs of the main house, the craftsmanship and skills on reed works, timber works, doorframes, thatch technique. The reconstruction of *Muzibu Azaala Mpanga* can restore the main tombs house which is in progress.
- 2. Loss of bark cloth curtain:** The loss of bark cloth curtain that separated *Kibira* (forest) of real tombs from the public as markers of the traditional spiritual transition of the OUVs.
- 3. Loss of Royal Regalia, Gifts and Artefacts-** This happened during fire disaster and include:

- King *Muteesa* 1's board game which was donated to him by Alexander Mackay was burnt and it cannot be restored.
- Scepters given to the great warrior of the King was also burnt
- The kings' portraits in the tombs were also burnt; new ones have to be made.
- King *Muteesa's* Leopard was burnt.
- The first Lantern which was brought by the missionaries in 1877 from Netherlands was burnt.
- King *Daudi Chwa* II medals won from the World War I were burnt.
- All shields were burnt
- All drums on '*Bwanga* and *Buteesa's* side were all destroyed.
- All baskets for the deceased kings were destroyed and to restore them rituals have to be done.
- All cowrie shells were destroyed.
- 2 Thonet chairs and a table from Austria were also destroyed.
- A copy of a letter which *Muteesa* I wrote to Queen Victoria inviting missionaries and teachers from England was destroyed.

4. ***Nnalinya of Kabaka Chwa's residence*** – The residence was illegally sold and modern houses and church have been constructed in the place.

#### **4.5 Physical Development**

Understanding the full conservation requirements of the property in terms of buildings, fences, landscape, sensitivities, and what ideally should be carried out, how and in what order of priority. Physical planning needs are divided into two: internal spatial land use and current neighbourhood development.

##### **4.5.1 Land use within the Property**

This entails the conditions for spatial functional land use of the Property. These arise from activities of the people who use the Property land. The spatial land use patterns are defined by housing in the courtyard, burial yard of princes and princesses, unplanned traditional agriculture and current visitor facilities like visitor receipt office and washrooms. Secondly, planned land use proposal are likely going to be influence a lot on the authenticity like: planned disaster risk facilities, visitor and public facilities.

Currently, there is no spatial functional land use planning framework of the Property. Therefore, it is difficult to determine aggregate interactions between people living within the Property and land use overtime and as well between visitors to the Property and its sustainability. The Plan intends to address these through introducing sustainability principles integrating ICOMOS International Cultural Tourism Charter, 1999 to achieve three broad goals of conservation, sustainable and efficient utilization of the Property's land for tourism to manage negative environmental impacts.

## 4.6 Neighbourhood Development

The neighbourhood of *Kasubi* World Heritage Property refers to different cultural sites/buildings, commercial, educational and residential housing structures, religious structures and recreational facilities and activities, infrastructure and utilities (road infrastructure, water and sewage system and power grid network) in the neighbourhood of the Property. It also includes resident use of the Property and environmental concerns. Figure 1 is the satellite image of the property and its neighbourhood. It shows the current pressure on the Property and its likely disaster risks and management challenges.



**Figure 4: Satellite Image of *Kasubi* World Heritage Property and its neighbourhood**

Table 9 summarizes these needs and their implications to the conservation and development of the Property.

**Table 9: Neighbourhood Development Control Issues**

Types	Current state	Implications
Cultural sites	Not integrated within the conservation plan and management of the Property.  Lack conservation strategy and are neglected.	Can easily be destroyed in case of KCCA alternative development needs.  Are deteriorating in values leading to loss of key attributes.  Their integration will increase the cultural values.
Commercial activities and	Retail, food and bar, pharmacy trade around the	Residents do not tap into tourism businesses that may have



services	Property are small and only caters for resident needs.  <i>Kasubi</i> Market sells mostly raw foodstuff	increased their business opportunities.
Education	Mushrooming primary and secondary schools around the Property destroying the authenticity	Some are too close to the Property causing loss of heritage value of the Property.
Religious	The mosque is one of the first built near and with attachment to the Property.  Growing number of worship places and churches constructed in the neighbourhood.	Its integration to the Property will increase the heritage value.  Some preach against the cultural traditions of the Property as satanic and causing security and safety fears.
Residential	Unplanned residential growing rapidly in <i>Kasubi</i> Village due to population pressure  Residential housing and settlement have remained unplanned and informal with high density and intensity	Safety and security of the Property threatened due to increasing number of low-income earners living in the neighbourhood of the Property.  Threat of disaster from the neighbourhood.
Recreational	No planned recreational facilities like sport facilities are built in the Property neighbourhood that can act as additional attraction.	Limited recreational opportunities that could act as pull factor to augment visitation.
Infrastructure and utilities	Expansion of <i>Hoima</i> Road has both positive and negative effects on the Property.  Increased traffic on <i>Masiro</i> Road causes dust to settle on the grass roofs aggravating the problem of decay of the roofs.	Easy visitor flow to the Property providing opportunity for tourism growth.  Expansion is expected to cause challenges associated with traffic congestion, pollution and accidents due to multiple passenger use of the <i>Hoima</i> Road.  <i>Masiro</i> road increases pollution

	<p>Accidents will likely occur when visitor traffic increases.</p> <p>Some of utility lines are constructed near the perimeter wall of the Property.</p>	<p>and deterioration of the traditional materials like grass used for roofing due dust from the road accommodating on the grass roofs.</p>
Property environmental concerns	<p>Careless disposal of solid wastage by residents especially in the agricultural landscape and outside near the fences.</p>	<p>Deteriorates the cultural values of the agricultural landscape.</p> <p>Reduces the overall environmental quality and traditional authenticity of the Property.</p>

A number of neighbourhood developments (commercial, educational, religious and residential) are rated as poor (putting pressure) on the Property. This calls integration and consideration of detailed land-use planning postulated by KPDP, 2012.

#### **4.7 Tourism and Education**

Limited tourism product could result into an overall reduction of visitor experience. This would make it difficult to reach the emotional and other learning objectives of the *Kasubi* World Heritage by visitors. Secondly, lack of proper visitor management plan implies inadequate interpretation plan and can lead to inappropriate visitor movements within the Property adversely affecting certain heritage layers. This can erode the tangible and intangible heritage that underpins the OUV of the Property. Table 10 summarizes both tourism and education needs and implications of Kasubi World Heritage property.

**Table 10: Tourism and Education**

<b>Tourism</b>	
<b>Issues</b>	<b>Implications</b>
<p>Visitor Management Plan not designed</p> <p>One undifferentiated tourism product and inefficient use of heritage resources</p> <p>Important heritage elements like the Mounds, agricultural practices and crops grown, trees with different cultural values, tombs of the other royal members not included in tours or interpretation</p> <p>Halting of tourism activities due to reconstruction work on <i>Muzibu-Azaala-Mpanga</i> leading to illegal visitations</p> <p>Unstable and inappropriate visitor facilities and services and insufficient logistics</p> <p>Lack of marketing plan with clear feedback for visitor management and interpretation</p>	<p>Unmanaged visitors impact on the heritage and natural environment</p> <p>Opportunities for a longer stay on the Property are limited leading to loss of repeat visitors due to confining visitors to Courtyard Landscape only.</p> <p>Key aspects of core message of the Property are not communicated</p> <p>No further development of the tourism product and the loss of income opportunities</p> <p>Short schedules, reduced visitor experience and erosion of heritage</p> <p>Limited access to local and regional market</p> <p>Limited opportunities and access for visitors; frustration on the part of visitors</p> <p>Uncoordinated visitor management and interpretation</p>
<b>Education and Research</b>	
<p>No collaborative research framework to enable specialists, students and organization conduct research</p> <p>No clear interpretative objectives for the three landscapes, intangible attributes or the stories</p> <p>A narrow focus of heritage interpretation on the Courtyard Landscape with insufficient integration with other landscape layers</p> <p>Little proactive use of vast amount of archival data and information on the kings</p> <p>Underdeveloped educational programmes</p>	<p>Most of the research conducted add no value to interpretation</p> <p>Insufficient linkages between tangible and intangible heritage being communicated</p> <p>Core values of Kasubi World Heritage Property are not effectively communicated.</p> <p>Underutilization of the multi-layered heritage of the Property</p> <p>Little development of interpretation or deepening of meaning and experience</p> <p>Limited understanding of integrating natural environment and heritage into programs</p>

The issues and their implications on tourism and education showed poor performance. However, an estimated school visitation per year was recorded where 200 schools visited the Property. Out of this, 100 schools were from within the KCC; 50 schools come from the rest of Uganda and 50 schools from Kenya.

## Summary

This detailed condition assessment of the heritage attributes of Kasubi World Heritage Property was undertaken as part of understanding the current conditions and to inform this plan about the needs of conservation. The assessment concluded that the Property as a whole and each of tangible and intangible attributes are currently in poor condition and need urgent conservation initiatives.

These needs form the key priority concerns to be addressed by *Kasubi* Master Plan, 2018 – 2028 Strategy and Implementation Plan. The priority concerns are phased into short-, medium- and long-term. Short- to medium-term priority areas are the ones that need immediate attentions and interventions. Long-term needs are developmental in nature like facilities development to enhance visitor experiences and heritage education. But, the issue of sustainability of *Kasubi* Heritage Site including waste and solid waste management, farming, visitor management, fairness in relation to catering for custodians and neighbourhood inclusiveness to benefit from the Kasubi World Heritage property are integrated in the entire period of the Master Plan.

## **Chapter 5**

### **Conservation and Development Strategies**

The strategies provide a comprehensive framework for the Kingdom of Buganda, KCCA, responsible ministries and departments, donor community and other conservation agencies on how to conserve, improve custodian welfare and develop tourism. It offers a sense of direction on what we want *Kasubi* World Heritage Property to be. It aims to integrate conservation with development, protect the OUVs and tangible and intangible attributes. It also focuses on sustainable development of tourism and heritage education.

#### **Strategic Vision**

***Restore authenticity and sustainability of the Tombs of Buganda King at Kasubi; A World Heritage Property of Uganda***

#### **5.1 Guiding Principles**

##### **5.1.1 Traditional ritual performances**

Reconstruction and renovation shall follow traditional rituals that will be performed to ensure authenticity and acceptance.

##### **5.1.2 Use of traditional materials and practices**

The Kingdom of Buganda and the State Party shall provide traditional vegetation materials, use traditional methods of preparations and conservation to ensure authenticity and adherence to traditional building practices of royal palaces in the Kingdom of Buganda.

##### **5.1.3 Use of traditional craftsmanship, skills and practices**

Traditional craftsman, skills and clans concerned with construction, maintenance and renovation of royal palaces in the Kingdom of Buganda will be responsible for conservation in *Kasubi* World Heritage Property as dictated by *Ganda* tradition.

##### **5.1.4 Risk and disaster preparedness**

The Master Plan shall promote fire risks and other hazard reduction techniques to ensure maximum protection of tangible attributes and values embedded in the heritage (authenticity, cultural integrity and sustainability) as its principal pillar of DPRM; including safety of the custodians who are *Kasubi* World Heritage Property core personality and their livelihoods.

#### **5.15 Integrated traditional knowledge and management systems in its disaster mitigation and protection.**

The Plan advocates for an integrated system of management of disaster with all parties involved (including the Uganda Fire Service, Uganda Tourism Police and private security organizations, custodians and local residents) for collective action in responding to any disaster.

#### **5.1.6 Neighbourhood engagement and partnership**

The Master Plan shall promote effective neighbourhood engagement through empowerment programmes and inclusive, accessible and non-discriminatory participation, paying special attention to the custodians and public-private partnerships to achieve conservation and development of *Kasubi* World Heritage Property.

#### **5.1.7 Sustainable cultural tourism development**

*Kasubi* World Heritage Property tourism development and activities shall take sensitivity of the site into consideration and develop well-managed, educational tourism and offer special kinds of interest to promote conservation and cultural learning.

#### **5.1.8 Promotion of community interests**

Interests of different communities shall all be promoted to make *Kasubi* World Heritage Property valuable to their life for cultural awareness and socio-economic development.

#### **5.1.9: Coordination mechanisms:**

The Master Plan provides for effective coordination mechanism between stakeholders and requires the full engagement of all with a clear articulation of responsibilities.

#### **5.1.10 Research guided decision making**

The conservation practices, management and sustainable use of the Property shall be based on sound scientific research and traditional *Ganda* knowledge to ensure effective conservation and continuity of the tradition.

### **5.2 Objectives**

#### **5.2.1 Conservation**

1. Preserve and protect the Property's OUVs and attributes;
2. Reconstruct and restore *Muzibu-Azaala-Mpanga* through ongoing reconstruction project;
3. Renovate and maintain *Bujjukubula* (the Gate house);
4. Restore grass roofs of kings; wives houses
5. Restore courtyard fence using reefs
6. Restore *Ekyoto* (Fire Place) as a cultural symbol of the lives of the kings;
7. Landscape the courtyard (*Olugya*) by use of gravel (*Murram*);
8. Maintain and restore the royal grave yard;
9. Improve agricultural land and restore the mounds found in it.



### **5.2.2 Welfare of the custodians**

1. Enhance the welfare of *Kasubi* World Heritage Property custodians to enable them continue performing traditional roles (particularly the intangible aspects associated with the Site);
2. Encourage traditional craft making by the custodians as alternative livelihood strategy;
3. Plan optimum use of *Kasubi* Heritage land for traditional agriculture, improve housing for custodians.

### **5.2.3 Disaster Risk Preparedness Management Plan**

1. Develop disaster and risk mitigation strategies to avoid fire disaster incidences and other risks that will jeopardize the OUVs and heritage attributes.
2. Improve disaster preparedness capabilities of the custodians, local authorities and residents, and tourism industry for effective emergency response through formulating and adapting Ministry of Disaster Preparedness, UNESCO disaster guidelines for WHS;
3. Raise awareness of the Property custodian, local authorities, local residents and tourists, about the importance of disaster prevention and Property conservation, and its relationship with KCCA and national disaster reduction strategies;
4. Capacitate custodians, the local authorities of Lubaga Division and KCCA and line ministries (MTWA and MGLSD) in the identification of local hazards, assessment of local vulnerabilities, developing preventive measures and production of vulnerability maps with high risk zones around the Property that allows risk communication, and effective neighbourhood land use plans which in turn promotes disaster reduction and the Property conservation

### **5.2.4 Neighbourhood Involvement**

1. Encourage local residents' participation and involvement through craft making and establishing souvenirs shops, restaurants and cafes, accommodation, community trail to sites of importance like *Lubaga* and *Namirembe* Cathedrals.
2. Encourage cultural assets integration as the basis of KCC tourism development by making *Kasubi* World Heritage Property a centre of developing other cultural heritage assets within the City through architecture, urban texture, structure and culture.

### **5.2.5 Tourism and Heritage Education**

1. Build *Kasubi* World Heritage Property appeal as a tourist destination and reinforce its image after the 2010 Fire gutting in order to boost quality tourism;
2. Improve tourist infrastructure and services within the Property and provide high quality tourist experience in the entire Property's tourism value chain;

3. Increase tourism related linkages between the Property heritage attributes, its hinterland (especially *Kabaka* Trial created in 2002) and the city's tours;
4. Monitor and learn from the tourist experience so as to better meet the needs of visiting tourists;
5. Create a comprehensive, quality, user-friendly, accessible and objective heritage information.

### **5.3 Strategic Programmes and Actions**

Strategic interventions are anchored on the key Property current conditions and needs (Chapter 4). The interventions are designed based on discussions with the Kingdom of Buganda, KCCA, Uganda Police, custodians of the Property, neighbouring residents, other government ministries and departments, WHC, ICOMOS, Japanese Disaster Experts and shall follow international best practices.

Figure 4 shows the proposed spatial development of the Property in the next 10 years and beyond and provide strategic spatial interventions forming overall strategic programmes and actions.



## Figure 5: Planned spatial structures

The proposed spatial interventions divide the Property into five distinct areas: three within the Property:

(1) the Courtyard (including *Muzibu-Azaala-Mpanga*, *Bujjabukula* - Gate House, - *Ngoga-Obukuba* -Drum House, Houses for wives of the king. Twin houses, courtyard reed fence);

(2) the burial area of royal family members (spiritual landscape) and;

(3) the royal agricultural land (agricultural landscape). The other two are outside the Property; Thus:

(4) open space in front of the Property (temporary Mengo Palace; Jjunju House, *Katikiro* of the Tombs House, Houses of custodians, *Masiro* Road, *Buwanga* House); and

(5) *Nnaylinya* Residence (Figure 4).

Spatial interventions based on Figure 6 include

- Courtyard conservation strategies;
- The burial area of royal family members (Spiritual Landscape) Conservation strategies;
- Agricultural land improvement and conservation strategies;
- Open space development and conservation strategies, and;
- *Nnaylinya* area development strategies

These strategies integrate the intangible heritage conservation interventions as they are embedded in the tangible attributes of the Property.

The Plan also includes strategic interventions for:

- Disaster Preparedness and Risk Management (DPRM) strategies;
- Custodian welfare improvement strategies;
- Neighbourhood involvement and development control strategies, and;
- Tourism and education strategies.

### 5.3.1 Courtyard conservation strategies

Its primary objective is to safeguard the OUVs. This is regarded as protecting, retaining and stabilizing the existing form, material and integrity of the Property or of one of its individual attributes, while protecting its value. Figure 5 provides spatial plan to safeguard and protect tangible attributes. Conservation is typically considered as a method of reconstructing *Muzibu-Azaala-Mpanga*, restoring its artefacts and renovating *Bujjubukula*. It also implies that materials, features and spaces restored essentially remain intact and convey the original values. The interventions proposed that there is continuation authenticity and any new use does not require extensive alterations or additions.

Reconstruction and renovations are considered interventions, but alterations are going to be introduced, particularly disaster installations to protect the Property. It is understood as the action or process of making possible a continuing or compatible contemporary use of the Property or of one of its individual attributes, while protecting its value involve a strong disaster risk reduction and preparedness management.

The process of reconstruction, renovation and recovery of some lost royal regalia and renovation as well as improving the cultural landscape and authenticity of the Property are guided by UNESCO Decisions: 34COM 8E - Adoption of retrospective Statements of Outstanding Universal Value, 2010; 35COM 8C.2 - Establishment of the World Heritage List in Danger (Retained Properties) 2011 and 37COM 7A.21 - Tombs of Buganda Kings at Kasubi(Uganda) (C 1022), 2013 provided the frameworks for conservation of the Property. These are in line with UNESCO *Operational Guidelines* paragraph 172.

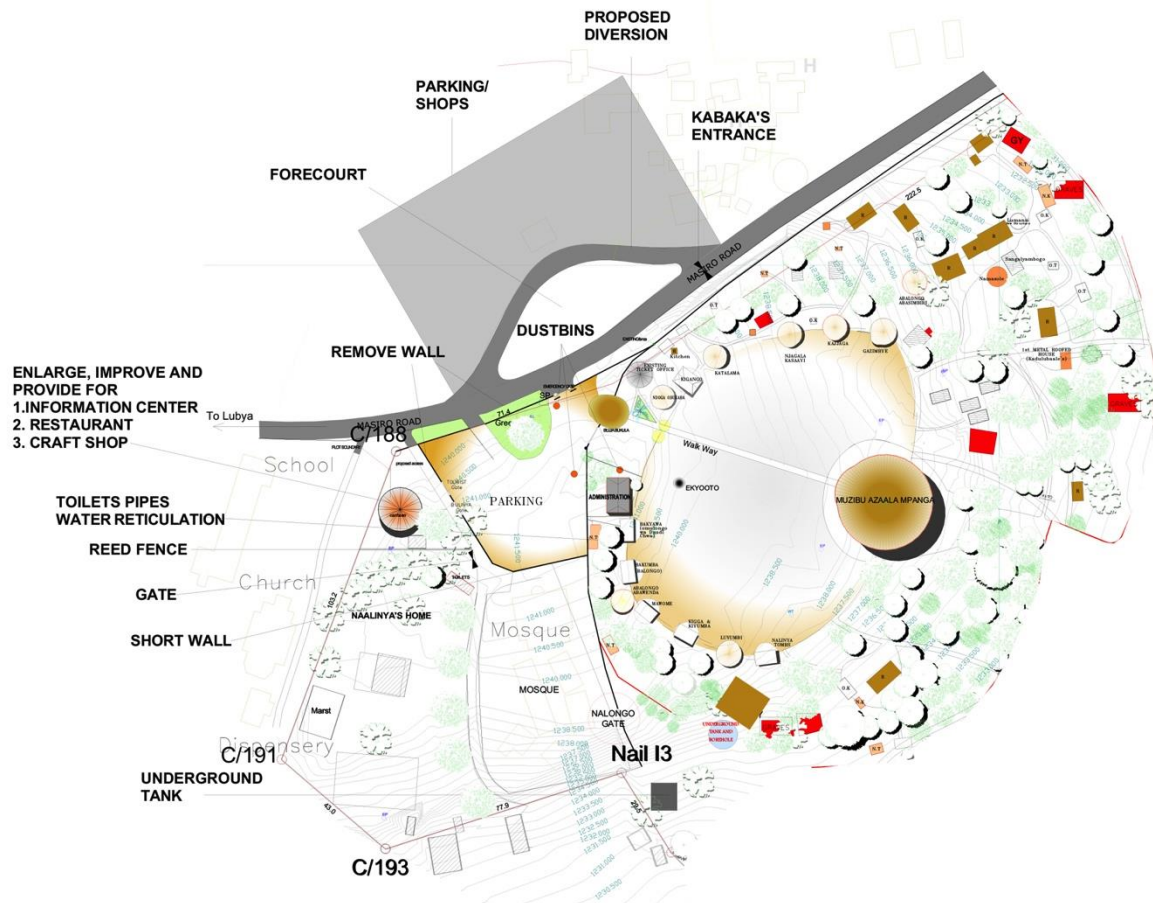


Figure 6: **Proposed spatial developments in Courtyard, Nnalinya and Open space**

Section 4.1 (Chapter 4) identification of conservation conditions and needs noted reconstruction, renovation and restoration as major projects to be undertaken to realize full conservation of the Property.

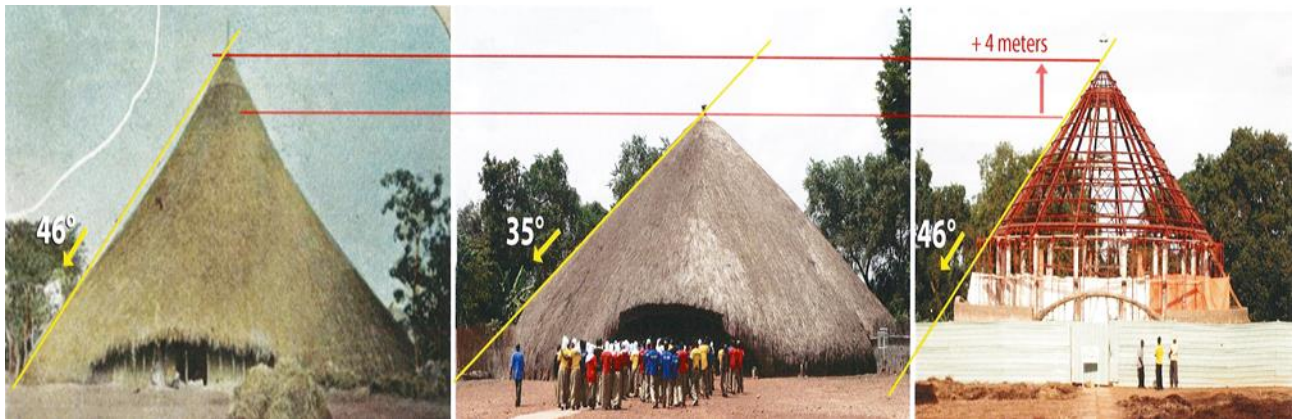


## Project 1: Restoration and Reconstruction of *Muzibu-Azaala-Mpanga*

Decision, 2011 (The Reconstruction Strategy) provided for the “*restoration of authenticity in design, materials and techniques as well as continuing use*”. The rationale is based on the State Party agreement on Decision 34.COM 7B.53, paragraph 8, that the reconstruction of *Muzibu-Azaala-Mpanga* without proper studies could impair the remaining outstanding universal value of the site.

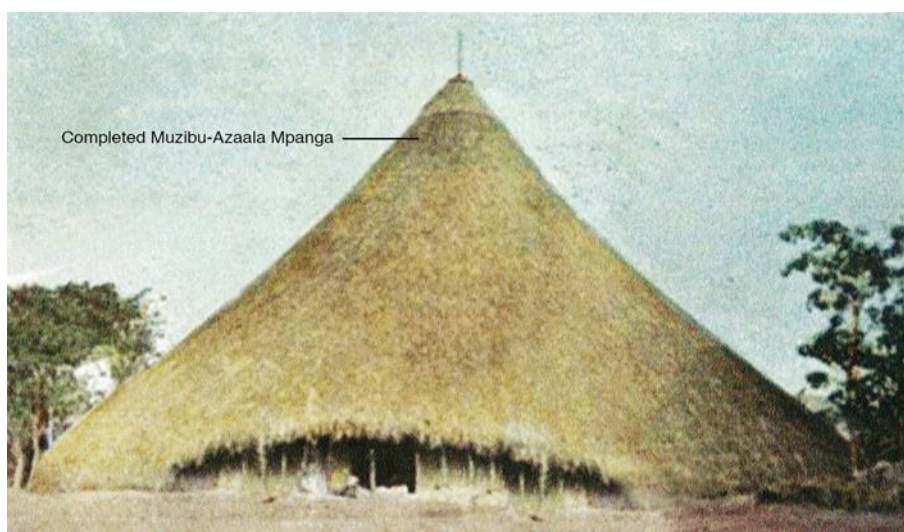
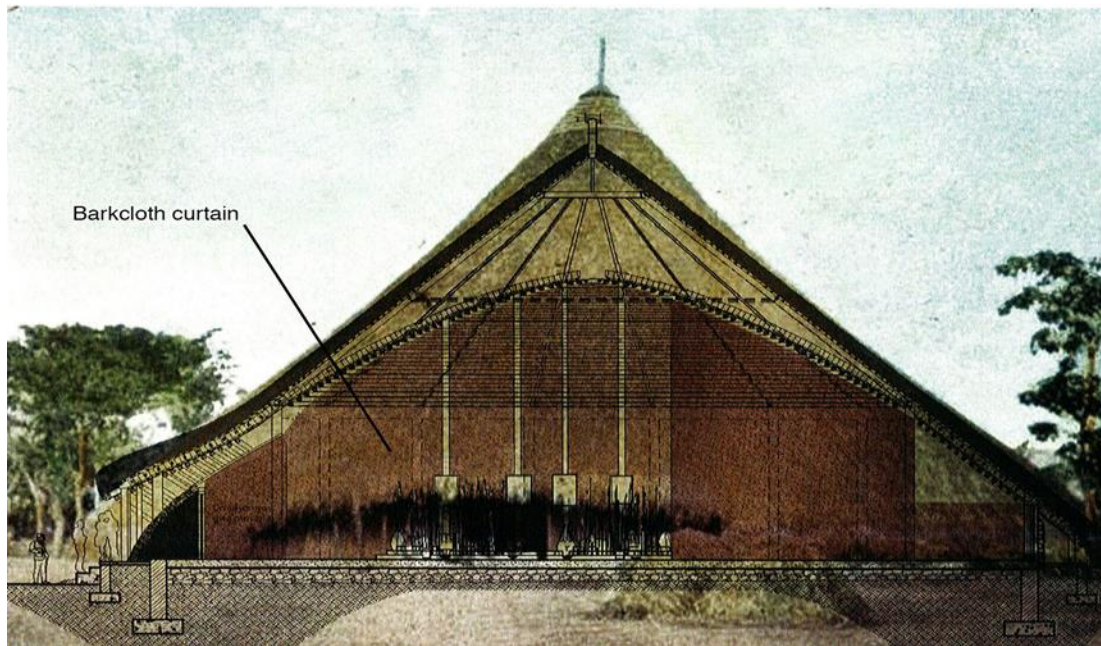
**Project Goal:** To restore *Muzibu-Azaala-Mpanga* as authentic, safe and secure heritage property and to enable the removal from World Heritage List on Danger.

Project 1 is based on reverting the spatial configuration to the 1905 model (conjecture regarding plan, sections and construction techniques) to avoid water ingress that would damage that grass thatched roof (See Figure 6). This provides the detailing of the reconstruction design of *Muzibu-Azaala-Mpanga*.



**Figure 7: Restoration of 1905 *Muzibu-Asaala-Mpanga* Height**

It is an ongoing project that is given high priority after 2010 Fire Disaster. Reconstruction is anticipated to be completed by 2019. The artistic presentation of Muzibu-Assala-Mpanga after completion as provided in Figure 8.



**Figure 8: Proposed Architectural Designs after Reconstruction**

(Source: Jonathan Nsubuga, 2015)



These artistic drawings are based on ideals of restoring authenticity in design.

### **Project 2: Renovation of *Bujjabukula***

Decision 40 COM 7A. 8, 2015 resolved the preparation of a detailed plan for the conservation of the *Bujjabukula* given its deteriorating state. It also proposed the work to commence as soon as the Master Plan is in place. *Bujjabukula* has remained one of the most authentic structure reflecting true Ganda architectural principles, vegetal materials and traditions. The renovation should totally comply with the authentic values of *Ganda* tradition which the structure has preserved alive at Kasubi World Heritage Property.

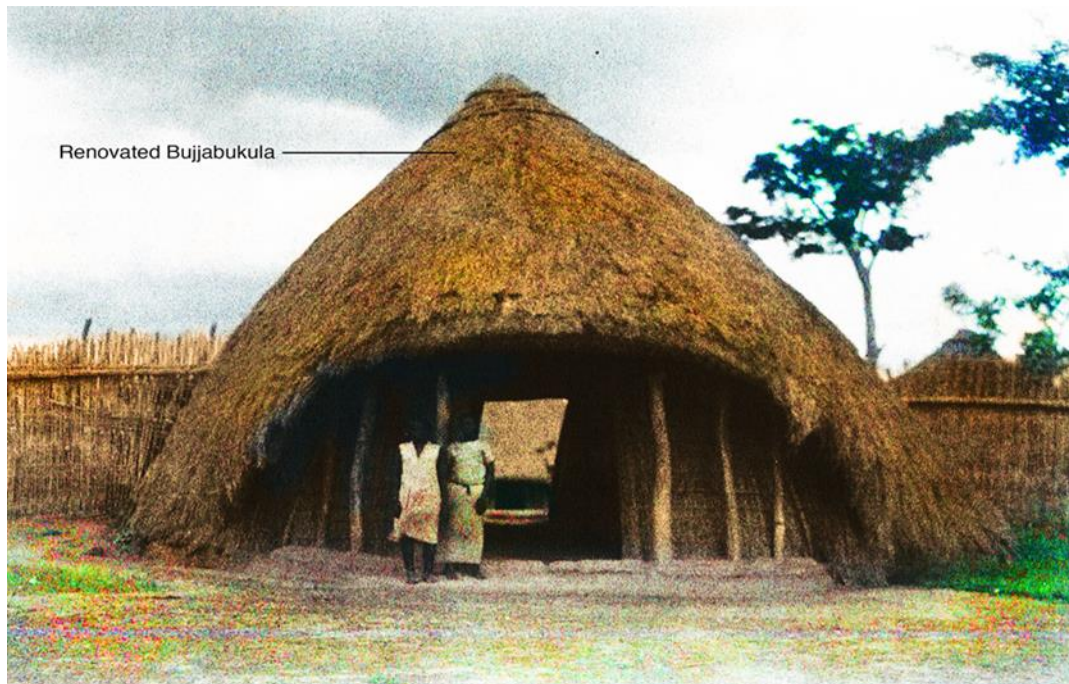
**Project Goal:** To renovate, restore and maintain *Bujjabukula* (Gate House)

*Bujjabukula* renovation project is an urgent one. Planning, research and craftsmanship skilling are now underway to restore authenticity in design, materials and techniques.



**Figure 9: Current state of *Bujjubukula***

Figure 9 shows the front and rear views of *Bujjabukula*. The front view shows the deteriorating state, but rear view is relatively in a fair state. The project proposes complete renovation of *Bujjabukula*. Figure 9 shows the planned renovation artistic view of *Bujjabukula* from front view. It is expected to start soon and finished by 2019. Figure 10, a historic photograph of the Bujjabukuka, presents the ambition for the renovated *Bujjabukula* after completion.



**Figure 10: View of proposed architectural restoration**

### **Project 3: Restoration of Burnt Artefacts**

To achieve authenticity of the Property a number of artifacts and traditional baskets and other materials that were burnt are to be restored.

**Project Goal:** Restore and recover some of the *Muzibu-Azaala-Mpanga* artifacts

The listed artefacts and royal regalia to restore include:

1. The kings' portraits
2. Leopard effigy of *Kabaka Mutesa* 1
3. Restore all the 200 drums by liaising with people from the Pangolin clan to bring back the drums.
4. Make replica of spears lost in the fire.
5. Restore baskets for the deceased kings after traditional rituals to authenticate them.
6. Get a photocopy of the letter which Muteesa I wrote to Queen Victoria inviting missionaries from England.

It is noted that restoration of some of the artefacts and traditional items may take long time. A proposal is made that the restoration exercise lasts for 10 years. There is need to research and identify traditional artisans whom can make replica of lost attributes/artefacts.

### **Project 4: Courtyard ( *Oluggya*) improvement**

The courtyard ( *Oluggya*) is significant to the OUV (Figure 5). It is one of the core and heritage symbolic spatial traditional arrangement of a King's palace in Buganda Kingdom embedded with both tangible and intangible attributes. Currently, it is the burial sacred space of the four kings (entombed in *Muzibu-Azaala-Mpanga*), important ritual place for the royal family and the people of Buganda Kingdom where *Ganda* cultural rituals and blessings are carried out. Its improvement is crucial for sustaining the OUVs.

#### **Project 4 areas of action**

1. Landscaping: concerned with improving drainage in the courtyard to allow easy flow of rainwater and minimize erosion by visitors and natural forces. The area is approximately 33.5 acres and needs to be compacted with laterite gravel soil. Channels for water are to be constructed to divert water away from *Muzibu Azaala Mpanga* to minimize moisture accumulation around the building.
2. Lighting of the courtyard from underground lighting systems. Qualified electrician to provide lighting designs and installation. The lighting should not intrude the visual appearance of the layout setting of the courtyard, but necessary for night security.
3. Ticket office relocation away from *Bujjabukula* (traditional gate house) and *Ndoga-Obukaba* (drum house).
4. Remodeling the *Kigango* (Meeting house). Traditionally, when the King was alive, the *Kigango* house was important house for royal families waiting the King. The current structure is not compatible to the traditional architecture.

5. Relocation of the public parking yard. The current parking space is small; can cause congestion of visitors and the public entering through *Bujjabukula*. It is also very close to important heritage facilities causing visual obstruction and pose security risk. This means relocating the public parking yard away from this sensitive heritage area. The project proposes making the current parking yard an open space.
6. Restoration of the *Ekotyo* (fire place) - The fire place rekindles the life of the king and symbolizes his presence in the kingdom. It is one of vital cultural heritage attribute linked to the lives of the kings of Buganda Kingdom. The *Ekotyo* need be well designed and visually seen to the public as a key cultural and heritage attribute. This Plan proposes that it should be reconstructed and restored in the current site.
7. Fence the courtyard and plant additional barkcloth trees to provide shade.

### **Project 5: Restoration of kings' houses with vegetal materials**

Re-roofing of houses wives of the kings' houses with vegetal material (especially thatching with grass) aims to authenticate the traditional vernacular architecture of the Buganda. A number of the houses of king wives (*Mutesa II* and *Mwanga II*), *Nnaalinya* (the spiritual guardian's) house: *Gazimbye*, *Njagala-Kasaayi*, *Bakyawa*, *Bakumba* for *Balongo*, *Dinnakiga Agatti* and *Nnaalinya-Omukuluweretraditionally* roofed using spear grass before 1967 and changed to iron roof after.

This plan proposes re-roofing these houses using traditional spear grass in order to restore architectural authenticity of the courtyard. This aims to increase heritage values of the Property. Table 11 summarizes the current state and proposed restoration. However, with current resource constraints and demanding needs of *Muzibu-Azaala-Mpanga*, *Bujjubukula* and DRPM this project can belong-term.

**Table 11: Description of existing Buildings, architectural and conservation status**

No	Name	Unit	State of Conservation	Renovations proposed
1	Muzibu-Azaala-Mpanga	1	Burnt in 2010	Ceiling construction is ongoing, quality is very good Artisans are highly skilled.
2	Bujjabukula / Entrance house		The roof is leaking and sagging, and a lot of moisture in the ceiling	Urgent repair and renovation needed Architectural drawings for restoration and repair done
3	Ndoga Obukaba/ Drum house	1	Grass roof and the condition of thatched roof is fair	Electrical wiring needs replacement.
4	Tourist /ticket office	1	In good condition, but roofed with iron	Proposed to be demolished and re-located

			sheets and too close to Ndogo Obukaba	
5	New Kitchen	1	Newly built, in good, condition but iron roofed	Too close to Nsingo (gate keeper) and Kabaka's wives and water tank for toilets
6	<i>Katalama</i> House	1	In good condition, but iron roofed	Recommended for grass thatched roofing to enhance site authenticity
7	Bathrooms	2	In poor conditions and iron roofed	Renovation and improvement needed
8	<i>Nanzigu</i>	1	Fair condition, but iron roofed	Recommended for grass thatched roofing to enhance site authenticity
9	Njagala-Kasaayi House	1	Fair condition, but iron roofed	Recommended for grass thatched roofing to enhance site authenticity
10	Bathrooms	1	Newly built for custodians with iron roof	Need to be expanded; cannot meet demand for number of custodian occupants living here
11	Graves of princess	3	Fair condition, but with iron roof	Documentation needed
12	Kitchen	1	Fair condition, but iron roof	Kitchen for <i>Kikome</i> wife of the <i>Kabaka</i>
13	Tomb of <i>Ssuuna Kiweewa</i>	1	Fair condition, but with iron roof	A member of the royal family
14	<i>Kajjaaga</i> house	1	In good condition and grass thatched roofed	Twin's workshop house; newly remodelled and renovated.
15	Gazimbye house	1	In good condition and grass thatched roofed	House of <i>Luyiga</i> ; a wife of the <i>Kabaka</i>
16	Kitchen	1	In good condition, but with iron roof	For Luyiga
17	<i>Mwanga's</i> Medium House	1	In good condition but with iron roof	Mud and wattle house renovated and restored
18	Nassazza Muteesa II House	1	In good condition but with iron roof	Remodel the roof using grass thatch
19	<i>Bakazzi –Kubaawo</i> house	1	Newly built, but with iron roof	Remodel the roof using grass thatch
20	Kitchen	1	In good condition, but with iron roof	Remodel the roof using grass thatch
21	House of <i>Lumansi</i>	1	Grass roof restored and the house is newly renovated	Twin's house of <i>Basimbiri</i>
22	Toilet and tank	1	Newly built but with iron roof	Bathroom/water Basimbiri can remain in the current

				state
23	Muwunda Muteesa II wife	1	In good condition but with iron roof	Remodel the roof using grass thatch
24	Kaddulabaale's house; Mwanga's wife	1	In good condition, but with iron roof	Remodel the roof using grass thatch
25	Kitchen	1	Newly built	Can remain
26	<i>Tawuuta</i> twin house; <i>Muteesa</i> II's twin	1	In fair condition, but grass roof needs to be thatched	Need to restore and renovate the roof
27	<i>Nakijjoba's</i> house; a wife	1	In good condition, but with iron roof	Remodel the roof using grass thatch
28	<i>Katikamu</i> Mwanga house; a wife	1	In good condition, but with iron roof	Remodel the roof using grass thatch
29	<i>Nnaalinnya (Nkinzi)</i>	1	Old iron roof.	Senior princess; needs to be maintained as the first iron roofed house introduced in the Palace of <i>Mutesa</i> II
30	<i>Muwunda/Mwanga</i>	1	In good condition, but with iron roof	Remodel the roof using grass thatch
31	<i>Namasole</i>	1	In fair condition, but grass roof needs to be thatched	Twin's storage' needs constant maintenance
32	Kaddulubaale kitchen	1	Restored 2014 but with iron roof	Can be left in the current state
33	<i>Ennyumba ekadde</i>	1	Old Iron Sheets, but not well maintained	Good structure for interpretation about architectural evolution in Buganda Kingdom
34	Power house	1	Newly built	Power Control room
35	<i>Nnaalinnya Mpologoma</i> Tomb	1	Iron roofed	Poorly situated
36	Princes & Princess burial houses	7	Old open tombs directly behind <i>Muzibu-Azaala-Mpanga</i>	Need to be maintained
37	Bathroom /Tank	1	Newly constructed with iron sheet roof	Not operational
38	Nassazza's house	1	Newly constructed with iron sheet roof	Remodel the roof using grass thatch
39	Kitchen	1	Newly constructed with iron sheet roof	Remodel the roof using grass thatch
40	Princess burial house	1	Newly constructed with iron sheet roof	Tiles introduced in the Property
41	Mulema-Chwa house	1	Restored, but with iron roof	Remodel the roof using grass thatch
42	Kabejja house	1	Restored, but with	Remodel the roof using

			iron roof	grass thatch
43	Naalinnya Nakalema Muteesa I's house	1	Restored , but with iron roof	Nkinzi tomb closed to Muzibu-Azaala-Mpanga
44	Nnalinnya tombs	1	Old and poorly maintained	Need to be restored
45	Nassazza Chwa tombs	1	Old and poorly maintained	Need documentation
46	Kiggala tombs	1	Old and poorly maintained	Need documentation
47	Twins of <i>Bawenda</i> house	1	Restored 2012; in good condition but with iron roof	Remodel the roof using grass thatch
48	Toilet/Tank	1	Newly built, but needs improvement	Needs maintenance
49	<i>Mawome</i> house	1	In poor condition	Needs repair and restoration
50	Nassazza Bukumba twin's house	1	Grass Thatched	
51	Nassazza Bakyaawa twin's house	1	Iron roof	
52	Restoration committee office	1	Newly built	Acting as a meeting facility and reconstruction office. To be relocated.
53	Bathroom	1	Newly built	Needs improvement
54	Police post	1	Newly built but with iron roof	Can remain
55	Reception Shed	1	Newly built, but with iron roof	Needs maintenance to act as main information centre until a new one is constructed
56	Residential house of Nnalinnya	1	In good condition, but with iron roof	Needs maintenance; outside courtyard area
57	Reception house of Nnalinnya	1	Newly built with iron roof	Needs improvement and furnished as new booking, ticketing and information
58	Nnalinyas Stores	1	Newly built with iron roof and in good condition	Can be maintained in the current state

Reconstruction, restoration and renovation focus on safeguarding intangible heritage embedded within these structures.



## **Project 7: Safeguarding the attributes of Intangible heritage of Kasubi**

The invisible dimension (intangible elements) enshrined in the spiritual world and performed by the custodians are a necessary part of the Property's intangible assets for the preservation. Meanwhile, tangible elements such as instruments, objects, artefacts and cultural spaces form a critical part of intangible cultural heritage. Safeguarding forms a special part of this Master Plan. It focuses on two action areas.

- a. Maintaining the traditional mechanisms of various roles played by the custodians to ensure the viability of the intangible cultural practices especially the wives of Kings, the *Nnalinya* (princesses), *Nsigo*, (drum keeper), fire place keeper and the clans tasks of thatching, barkcloth making for curtailing the *Kibira*, reed making etc.
- b. Revitalizing traditional practices, expressions, knowledge and skills (including instruments, objects, artifacts, and cultural spaces) that were symbols of king's power, communication and authority.

## **Project 8: Utility Provisions**

Efficient utility provisions are key component of disaster risk management system, as well as providing for the custodians, tourist/visitor and improving security of the Property. Three main utilities are essential for daily running of the site.

- Constructing water and sewage pipelines;
- Building permanent flush toilet facilities, and
- Electricity, grid and solar provisions

These utility services are recommended to improved (electricity) and constructed.

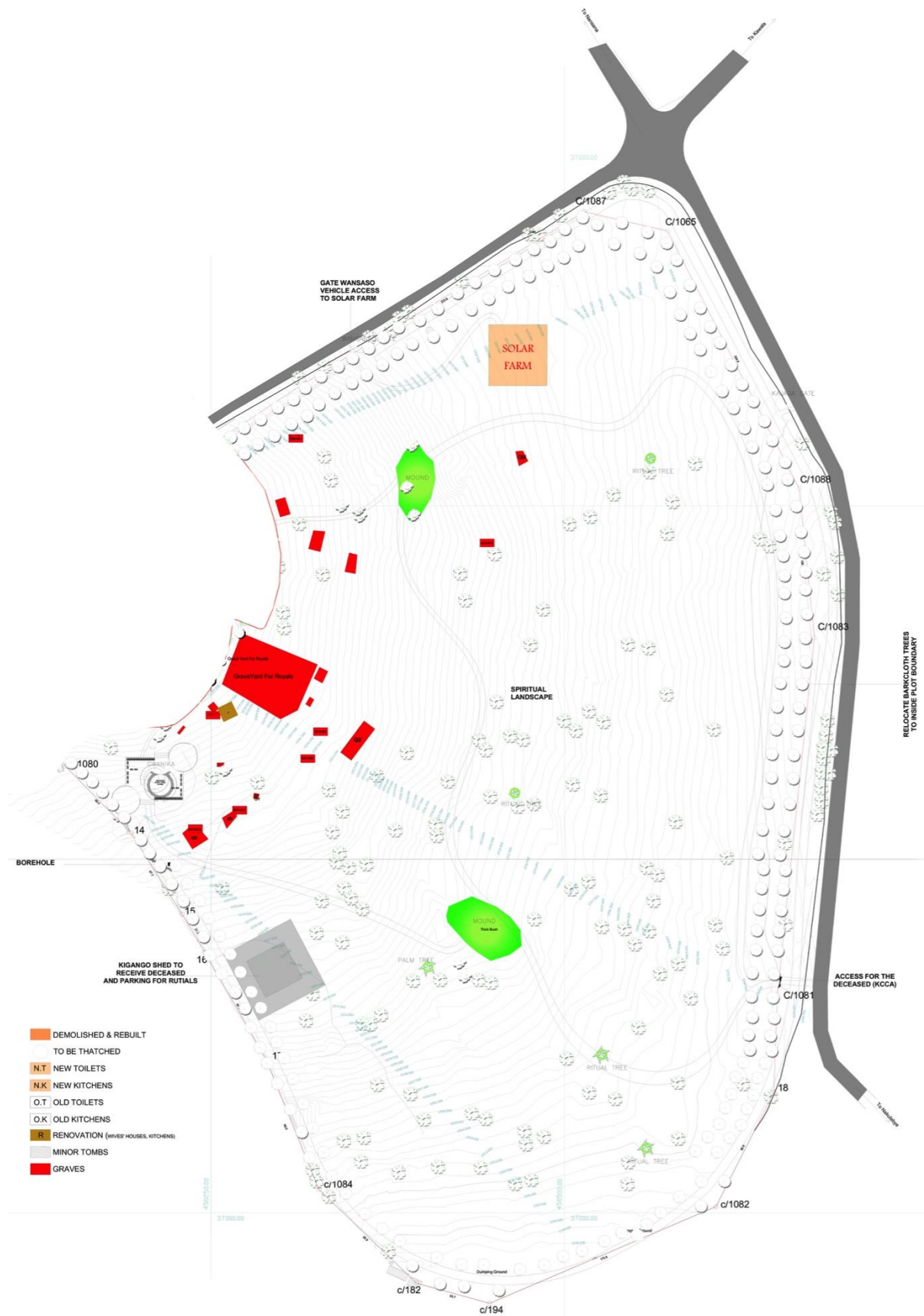
### **5.3.2 Royal Family Burial Area (Spiritual Landscape) Conservation Strategies**

Continuous burial of royal family members in the linkage of the four kings entombed in *Muzibu-Azaala-Mpanga* makes the Property a living site. The conservation interventions of include:

- Maintenance of the tombs through cleaning and renovation of the graves;
- Organizing the burial to maximize the land instead of unplanned burials, and
- Lighting installations.

### **5.3.3 Agricultural land improvement and conservation strategies**

The agricultural landscape of the Property synchronizes the relationship involving socio-economic life in *Ganda* royal palace. Currently, it provides food for the custodians. It also symbolically provides a system of interactions connecting life in royal palace and livelihood means. This forms a key traditional *norms* and *values* of agriculture promoted by kings. The agricultural landscape is an important component of the Property tangible heritage and a part of the larger framework shaping the significance of *Kasubi* World Heritage Property and its OUV (Figure 10).



**Figure 11: Developments proposed in Agricultural Landscape**

Improving the Landscape involves soil conservation plan, promoting traditional agricultural skills and planting traditional medicinal plants and ornaments used in the Kingdom.

Soil conservation plan includes:

- Terracing the hill slopes to minimize soil erosion and digging small trenches to hold running water.
- Introducing techniques like mulching, water conservation approaches and organic manures that are in uniformity with conservation values of traditional Ganda agricultural system.

Preserving the mounds built by *Mutesa* I as panoramic view points of the major hills in his Kingdom and also his relaxation platform.

### **Promoting traditional agricultural skills**

- Growing traditional food crops to showcase *Ganda* types of food crops
- Establishing demonstration plot/garden for traditional practices and traditional varieties of crops
- Planting herbal plants.

#### **5.3.4 Re-establishment of Bark cloth tree Perimeter**

The bark cloth tree (*Ficus natalensis*) perimeter symbolizes traditional royal enclosure and form an important element of the OUVs. Records indicate that there were 120 fig trees planted around the Property demarcating the palace place and marking boundary line of the Property. As shown on (Figure 11), fig tree perimeter re-establishment is prioritized in under Traditional Enclosure Re-establishment Project. Its objective is to restore traditional fencing system and mark the entire Property boundary from encroachment due to rapid growing neighbourhood pressure. The Plan proposes trees that should be planted 6 meters away from the current concrete perimeter wall (established in 2015). Over 200 trees at spacing of 3 meters is suggested.

#### **5.3.5 Open Space Development and Conservation strategies**

As in Figure 8 the open space in front of the Courtyard is proposed for establishment of a parking yard. Secondly, traditional houses attached to the Property (*Jjunju*, *Buwanga*, *Mengo* Palace- Shelter where the Mutesa II dead body was temporarily laid, Tombs *Katikiro* and houses of custodians) are proposed to be unified to the Property through Integrated Conservation Plan and Management. The purpose is to increase their cultural heritage values and minimize their destruction by either residents or KCCA development plan proposals. It is proposed that these buildings and their space should be gazette by KCCA as heritage buildings. Their restoration is a long-term plan, but the current plan has taken note of this.

### **5.3.6 *Nnalinya* Area Development Strategies**

The official area of *Nnalinya's* residence is core to the cultural attributes of the Property. *Nnalinya* is the chief custodian with traditional role to overall conservation and management. In 2007, visitor facility developments were introduced, but are used since after their construction. Figure ... suggests (re-) building of visitor information (VIC) at this place. VIC will be multipurpose (ticketing, information giving, resource centre, etc).

### **5.3.7: Disaster Preparedness and Risk Management (DPRM)**

*Kasubi* Tombs of the Kings of Buganda Kingdom tangible and intangible values need both emergency and long-term protection measures against disaster risks and hazards. Decision 40 COM 7A.8 recommended disaster risk management plan for fire and other potential hazards to protect *Kasubi's* attributes of Outstanding Universal Values (OUVs). *Kasubi* World Heritage Property Integrated Disaster and Risk Management framework is proposed.

The framework has four components: prevention and mitigation measures, preparedness, response in case of risk outbreak and recovery from the destruction. The Plan recommends UNESCO and other international organizations framework for World Heritage Site Disaster Preparedness and Risk Management Disaster, 2010 integrated with National Policy for Disaster Preparedness and Management, 2013. A number of interventions are suggested aimed disaster risk reduction, preparedness and management. Reduction of fire risks and other hazard to the heritage values embedded in *Kasubi* World Heritage (authenticity, cultural integrity and sustainability) and safety of the custodians aim at:

- Protecting the values for which the Property was inscribed on the World Heritage List in 2001 and its long-term DPRM strategies, emergency responses and recovery activities from unintended negative consequences;
- Minimizing progressive factors like rotting of the grass due to excess rains will continue to increase the vulnerability of vegetal structures of *Kasubi* Heritage Property to hazards through periodic maintenance, effective management and monitoring of the deteriorating structures;
- Creating buffer zones of about 250 meters to safeguard the Property as part of the iterative action of DPRM to be added on layer of its protection;
- Encouraging use of traditional knowledge and techniques to prevent rotting of vegetal materials;
- Neighborhood engagement and partnership with Uganda Police, and;
- Establishing coordination mechanisms with a clear articulation of responsibilities.

### **DPRM interventions are divided into five projects:**

#### **Project 1: Research**

- a. Carry out research to identify and analyse possible risk factors;

- b. Create maintenance and monitoring systems taking into account the equipment, techniques and strategies for prevention, and;
- c. Carry out detailed site documentation, mapping and planning for the evacuation plan for staff, visitors. Property neighbours and public.

## Project 2: Establishing permanent disaster prevention system

This focuses on developing an integrated disaster prevention, preparedness and mitigation strategy as long-term protection measures for sustainability of *Kasubi* World Heritage Property. These include emergency protection strategies; continuous risk assessment on possible cause of disaster for better planned preparedness and response; providing fire-fighting facilities and equipment and establishing *Kasubi* DPRM unit as an organizations responsible for implementation of integrated disaster risk assessment, prevention and mitigation measures. Figure 12 presents what the State Party, Buganda Kingdom and Japanese Government proposed and designed as spatial layout of permanent disaster presentation system for the Property.

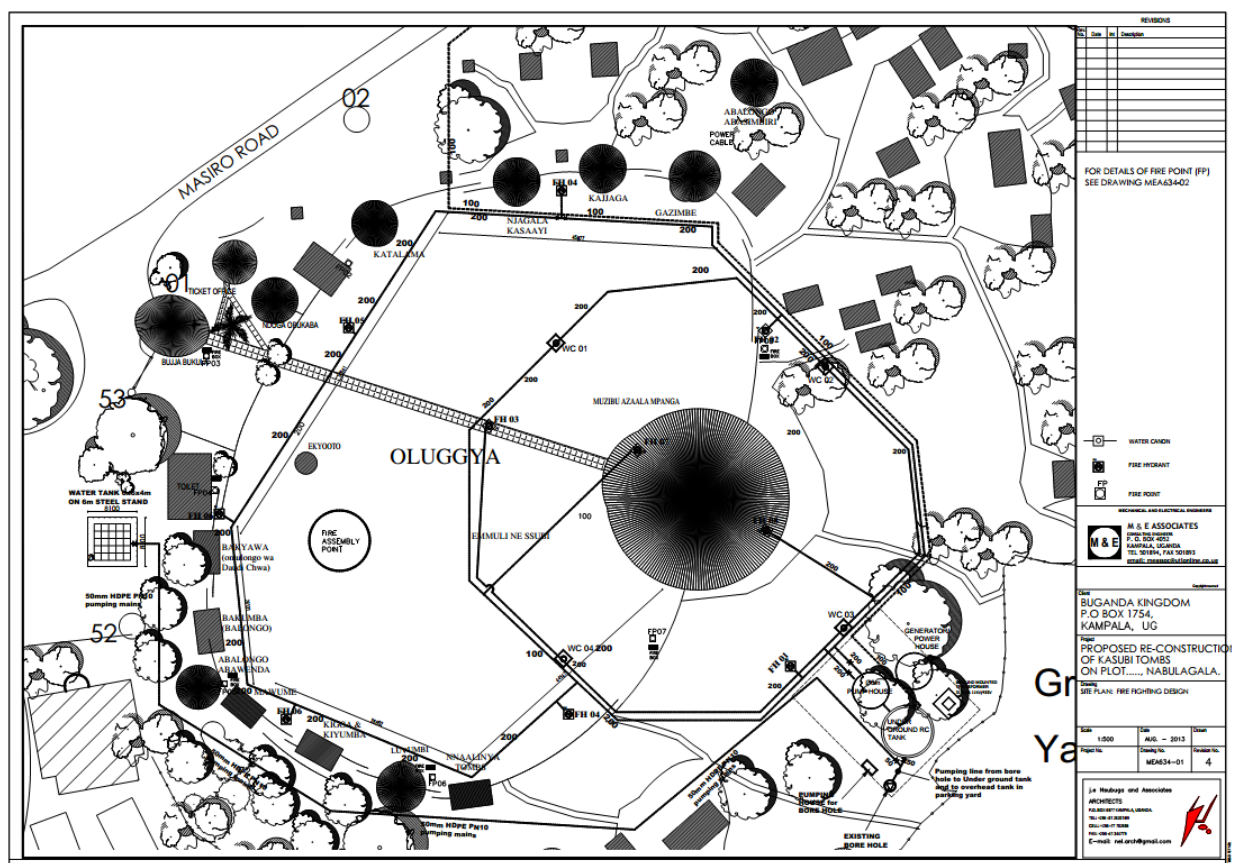


Figure 12: Proposed DPRM Spatial Plan

(Adopted from Japanese Proposal)

Because of its likely distortion of authenticity of courtyard landscape, discussions and consultations are still going on. It is provided here to show efforts to plan DPRM since 2010. The Plan suggests modifications on what is earlier visualized as the blueprint of permanent DPRM plan. This Plan suggests further consultation, technical work and planning. It is proposed that a more detailed DPRM plan be provided as a separate entirety.

### **Project 3: Fire and Security System Installations**

The Plan recommends installation of fire sensors, purchase of more mobile fire extinguisher like ABC chemical powder fire extinguisher and high viscosity liquid type extinguisher that are more suitable for outdoor fire-fighting. This proposal is supported by Technical Investigation Concerning the Reconstruction of the *Muzibu-Azaala-Mpanga* (IV) Report, November 2016 for UNESCO/Japan Mission towards the Reconstruction of Tombs of Buganda Kings at *Kasubi*. It recommends more efficient and suitable fire fighting gargets and installations. They are also urgently needed in reconstruction and restoration phase to prevent fire disaster at this sensitive stage.

### **Project 4: Installation of lightning protection facilities**

*Kasubi* World Heritage Property is located on the hilltop exposing it to high risks of lightning strikes. As risk management strategy, permanent lighting protection facilities are proposed to be installed during the constructions in accordance with the disaster prevention plan.

### **Project 5: Training**

The National Policy for Disaster Preparedness and Management, 2011 recommended creation of a stand-by disaster management team that is adequately equipped for disaster response. *Kasubi* World Heritage Property Integrated Disaster and Risk Management framework recommends training as postulated by the national policy. The training focuses on the custodians, site guides and all security guides. The purpose is to prepare them to be ready and response in case of fire outbreak. Fire-fighting drills, disaster planning and management in World Heritage Sites will form the core areas of training. Other specific areas include:

1. Risk identification and capacity-building in early warning reporting and community education.
2. Hazard mapping and risk assessments (as the basis for elaborating risk awareness and risk reduction strategies).
3. Training in risk communication and communication techniques to reach the targeted audiences and induce the desired changes in behaviour and perception.
4. Risk prevention and mitigation methods and procedures, and
5. Emergency preparedness management including response procedures.

6. Training in recovery and reconstruction with a focus of impacting skills and competences in *Ganda* traditional thatching techniques, construction of Buganda royal palace architectural structures.

These five stages aim to understand disaster risk; strengthen disaster risk governance, invest in disaster risk reduction for the resilience of the Property and to enhance disaster preparedness for effective response and to “build back better” in case of recovery, rehabilitation and reconstruction.

DPRM strategy recommends MTWA in partnerships with Ministry of Disaster Preparedness, Uganda Police, KCCA and Buganda Kingdom to prepare Emergency Procedures guide to assist managers of the Property. This guide should be considered as a ‘working’ document intended to guide custodians and other staff in improving preparedness and disaster responses. Secondly, the Property Disaster Risk Management Plan need to be linked with management plan through cross-referencing, like visitor use and fire management and the larger-scale disaster risk reduction plans of the Property.

### **Regular maintenance of buildings**

The Plan also notes regular maintenance as part of effective DPRM. The vegetal materials need regular replacement to conserve the authenticity of the Property. The Plan proposes frequent replacement of rotting grass on the roofs due to rain and maintenance with new grasses. This is continuous activity and needs long-term strategy.

### **5.3.8 The welfare of Custodians**

The welfare of the custodians is a critical factor in sustaining the cultural values of Kasubi World Heritage Property. They play a mediating role between the spiritual world and the royals of the Kingdom of Buganda, the spiritual world and the people by performing royal rituals and mediating between the dead kings and the living people. Their daily activities of taking care of the Property without any alternative livelihoods imply incorporating their welfare issues for future sustainability of the cultural functions of the Property.

**Project Goal:** Improve the welfare of the Property custodians to ensure they perform continued cultural and traditional functions as royal palace keepers of Kasubi World Heritage Property.

### **Intervention areas:**

1. Provide reasonable emolument to the custodians on monthly basis.
2. Encourage traditional craft making as alternative means of livelihood where market access is provided by visitors and others to the Property.
3. Harmonize the roles of the custodians to embrace all the four kings that are buried in *Muzibu-Azaala-Mpanga* for effective performance of their roles.



### **5.3.9 Neighbourhood Planning and Property Buffering**

The neighbourhood planning integrate *Kasubi* World Heritage Property into the physical and local economic development by considering physical development (road network; water and sewage systems, housing and commercial development around the Property) and using it as service hub for residents and as sustainable tourism destination. Its focus is *Kasubi* resident involvement and development controls to ensure orderly development.

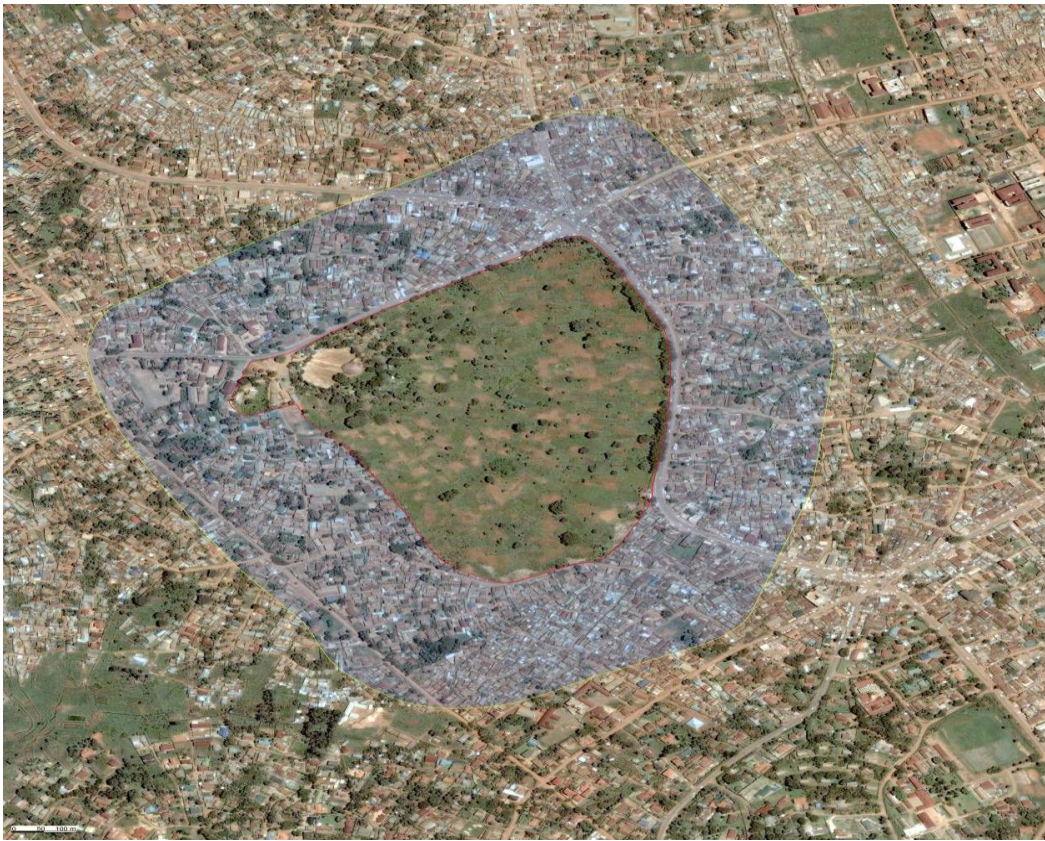
#### **5.3.9.1 Effective Neighbourhood involvement**

This is guided by:

1. What actions are currently being taken, and by whom, which are supporting resident efforts in *Kasubi* World Heritage Property Conservation?
2. What type and level of incentive might be needed to change attitudes and actions in order to achieve worthwhile conservation benefits? Could the Property development deliver benefits?
3. Could alternative sustainable livelihood options be combined with the Property values and functions to improve local resident livelihoods? Which are these options? What integrated approach is needed within the context of sustainable community living in neighbourhood of the Property?

#### **5.3.9.2: Property Development Controls**

The Property buffer zone aims at regulating the use of Property land and controlling neighbourhood building heights, structures and activities; the intensity of human activities (traffic volume, commercial activities, housing intensity) and the height of buildings. 250 m around the entire Property was in 2001 when the Property was enlisted on World Heritage List. This plan encourages KCCA to regulate and monitor develops in the buffer zone by controlling development of residential, commercial and industrial activities (figure 12). It also proposes the promotion of orderly neighbourhood development that matches with conservation values through establishing standards in terms of intensity and skyline that does not cause visual obstruction of the Property. Property zoning will also act as safety net against disaster risks.



**Figure 13: Buffer Zone of the Property**

Strategic interventions in neighbourhood planning and buffering include:

- a. Preparing awareness and education programmes to enhance community understanding, appreciation of the Property and implementation of development controls;
- b. Community training and capacity building in disaster risk detection, responses and management;
- c. Formulation of *Kasubi* development guidelines by KCCA to control housing types, heights and intensity;
- d. Downgrading *Masiro* Road that separates and makes other attributes of the Property to appear isolated and neglected by: diverting the current flow of traffic to another route by KCCA and changing the function to visitor use only;
- e. Improve development through preparing *Kasubi* Area Detailed Plan as proposed in KPDP, 2012 to match with conservation and Property status. and
- f. Linking their cultural values to the main Property through developing interpretation information.

It is proposed that the neighbourhood development (residential, commercial housing and infrastructure) must involve undertaking, planning and managing micro-level characteristics, thus; types, intensity, layout and micro-level design, infrastructure, public space, access, streets, lighting and centres in the entire area to encourage orderly development as well to act as risk management strategy of the Property.

### **5.3.10: Tourism and Heritage Education**

Developing the Property involves sharing and enjoying the physical and intangible heritage and culture, including landscapes, buildings, collections, the arts, identity, tradition and language. The planning for *Kasubi* Heritage tourism aims to sustainably support the conservation of *Kasubi* Tombs sites and protection of its OUVs.

Uganda's, current tourist arrivals are 1.3 million visitors per annum by 2016, and is projected to increase to 4 million visitors in the next 3 years. This has implication to the site's conservation. Tourism and education component aim to:

- Provide visitor facilities and services that are rewarding and educative to safeguard the OUVs of *Kasubi* Royal Tombs of Buganda.
- Ensure that tourism development and management is consistent with ICOMOS Charter on tourism management in World Heritage Sites, national legislative framework and national data standards
- Involve the community in the tourism related businesses surrounding *Kasubi* Tombs.

Tourism Plan focuses on: heritage product development including community tourism capacitating; facilities and service provision; marketing and promotion and, visitor heritage resource interpretation.

#### **5.3.10.1 *Kasubi* Heritage Product Development**

The purpose is to develop cultural heritage tourism products and experiences. Based on Tourism Policy, 2015 and Museums and Monument Policy 2015 three basic aspects for the tourism product development will find the correct balance between: *Kasubi* World Heritage Property sustainability (Cultural values; Environmental resources and Economic benefits). *Kasubi* Tourism Product Development guidelines are suggested.

- Regulate tourism activities to minimize negative impacts of the Property;
- Create and maintain good conditions by providing adequate infrastructures, facilities and services;
- Train specialised human resources in guiding services and visitor service delivery;
- Ensure quality standards;
- Creating critical mass, and
- Involve local community

#### **5.3.10.2: Establish product portfolio of the Property**

To provide a whole cultural tourist experience, the Property tourism products refers to cultural experiences, immersion and education central to tourist choice and satisfaction. Consideration is given to both tangible and intangible aspects of cultural attributes, together with interconnections between them. This aims to build complex relationships and synergies between the tangible and intangible heritage attributes as visitor experiences. Cultural products identified for development include:

- The entire archaeological and cultural properties of the courtyard and agricultural landscape with the royal crops, 2 mounds, medicinal plants and 52 clan traditional activities
- Collections of archaeological and ethnographical objects of the kings, custodians and royal families over the years including visual history associated with the kings.
- The experience of a different everyday way of life of the custodians, members of royal family and other everyday cultural aspects of the *Baganda*.
- Spiritual experiences

#### **5.3.10.3: Community sensitization and capacity building in tourism**

The neighbourhood community will be encouraged to tap into the wider economic and other benefits that can arise from providing heritage tourism services. The Plan proposes

- Community sensitisation and workshops in small and medium tourism enterprise development, skilling in craft-making; food preparation and service and cultural guiding and visitor information giving;
- Providing technical advice in sole proprietorship or community-run tourism related enterprises like food establishments (restaurants, cafes), low cost accommodation units (*bandas* built in *Ganda* architectural design).
- Encouraging local businesses to provide quality tourist services especially food and beverage services, accommodation services, etc.
- Encouraging craft production and sale to tourists/visitors

#### **5.3.10.4: Establish visitor center and services**

##### **a. Multipurpose Visitor Information Centre (VIC)**

Providing information, education, and interpretation about the Property to engage the public in the protection and conservation aims to enhance its historical and cultural resource sustainability. This creates public's awareness and understanding of the mission and stewardship responsibilities of the Property. This center will also be a public educational facility with a dedicated space for interpretive displays, programs, services, and information.

Section 4.3.2 noted the demolition and relocation of the existing ticket office and its replacement with a multipurpose VIC at *Nnalinya* Area (see Figure 3). The purposes of the new center will be to:

- Provide all functional activities related to the Property (see Section on Strategic Priority 5: Project 1 and Section 6.3.2 for details).
- Provide valuable information regarding the history, social lives and other developments related to the kings, the Kingdom and local area (*Kasubi* Hills and its surrounding area).
- Provide visitor information regarding what activities are available.

- Act as a resource center for research and education related to the Property.

The proposed location for constructing the Center (see Figure 6). This Plan only offers prior planning, developing, managing, and operating guidelines. The appropriateness and suitability of *Kasubi* World Heritage Property Visitor Center and the type of visitor center at a project will be assessed through a systematic and comprehensive planning process that will define the visitor center's messages, interpretive themes, interpretive tools and techniques, displays, programs, and services, consistent with the Property's visual identity, authenticity and inclusive of all potential visitor needs (including those with disabilities). The design, construction, and maintenance will strive to integrate the principles of universal and sustainable design. But details of size, architectural design and cost will be planned later as a separate entity.

Since *Kasubi* World Heritage Property strives to integrate authorized income-generating programs and services for the purposes of sustaining and enhancing the visitor center's programs, educational and interpretive activities, and operations, the following facilities are suggested for visitor satisfaction.

#### **I. Cultural artefact Exhibits**

The Buganda ethnographic, cultural objects will be displayed and complemented by brief, concise label copy, short audio messages, or special lighting effects.

#### **II. Audio-visuals**

Audio-visual programs offer a wide variety of approaches to interpretation ranging from simple audio messages to full length motion pictures.

#### **III. Public Facilities and Amenities**

These enhance visitor enjoyment and stay in the Property. Three important facilities and amenities need to be established before opening the Property for visitation.

- I. Car parking yards
- II. Washrooms/toilets: Two flush toilets (one for custodians; another for visitors). The one for visitors is proposed to be constructed near the multipurpose resource.
- III. Piped water system: The existing piped water lines in the courtyard will be maintained and improved by connecting to underground reservoirs for emergency fire responses.

#### **5.3.10.5: Marketing and Promotion**

*Kasubi* World Heritage Property marketing and promotion plan is essential to attain the success of the Property conservation and development. Marketing and promotion provide an advantage of generating public awareness and enhance heritage values. The intention is to enhance coordinated marketing and branding platform. *Kasubi* branding platform can be achieved through:

- A comprehensive Property branding and marketing strategy document which identifies priority messages, audiences, media, partnerships, content creation opportunities, social media, automated marketing procedures, active-marketing techniques and PR.
- Publish branding guidelines for the Property to use in design and delivery of collective and partner marketing across multiple applications and responsible agencies.
- Regularly updating the Property Online messages to increase user engagement to promote heritage experiences.

*Kasubi* World Heritage Property marketing strategies focus on product development, market growth and marketing strategies.

#### **5.3.10.6: Heritage Product Development and Experiences**

1. ***Kasubi* World Heritage Property Guide-** Establish cultural heritage trail to promote cultural tourism and education that meet to-be-established criteria for visitor readiness and product offerings (see details under trail development).
2. **Package Development-** Develop and promote cultural heritage packages and tours for individuals, small and large groups, school children within the Property and in all existing tourism-ready sites and facilities and experiences.

#### **a) Market Growth Target**

This is concerned with identifying the market segments in which the Property has comparative advantages both nationally and internationally. Market segmentation strategy of the Property will be based on the unique heritage attributes and visitor preferences, thus their motivations, demographic features, media consumption and mode of bookings.

The Property market segmentation will help to identify and choose right marketing channels, design marketing messages and campaigns to reach the potential market. Secondly, it will help in effective spending of the scarce resources to achieve maximum value and marketing efficiency.

Market growth is targeted to be achieved through partner support established with different partners (MTWA, UTB, KCCA and private sector association/UTA, AUTO, UCOTA and USAGA) to increase and expand cultural heritage tourism experiences including heritage education for schools, City tours with *Kasubi* as the flagship product and other events of the Kingdom.

#### **b) The Property Unique Selling Points**

The unique selling points are the tangible and intangible heritage attributes enlisting *Kasubi* Royal Tombs of Buganda Kings on World Heritage List as ***masterpiece of human creative genius; an exceptional testimony of a cultural tradition and outstanding example of architectural or traditional technological ensemble***. This distinguishes the Property from other World Heritage properties

forming value propositions, identity and image upon which tourism marketing is built on.

### **c. Marketing Strategy**

The marketing strategy focuses on sustainable market growth target that promotes conservation value of the Property. It is guided by consultative building and the Property strategy. Its collaborative strategy emphasizes BHTB as lead agent partnering with UTB, UTA, AUTO, USAGA, UCOTA and NGOs to promote the Property as a unique destination. Proposed marketing actions include:

1. Identifying thematic narratives and events linked to the Kings of Buganda especially their roles in colonializing Uganda, and the courtyard architectural structures and traditions as marketing content.
2. Developing specific content for tangible and intangible attributes associated with the Property.
3. Creating Digital/Mobile Engagement by identifying necessary technical specifications for:
  - Web Presence: interactive/thematic mapping and directory of experiences with high image content
  - Load web presence to UTB website and link it to drive all digital traffic to BHTB and UTB sites for information regarding the Property.
4. Targeting Online Marketing Campaign by identifying and clearly outlining target markets like core cultural visitors, general visitors, school children, special interest visitors for research and education
5. Deploying both national and international campaigns through Buganda Cultural Expo, attending national and international tourism exhibitions and fares related to cultural tourism.
6. Measuring and analysing visitor comments, website comments, site visits and other activity on Trip Advisor, Expedia, etc.

The growth strategy aims to retain conservation values, authenticity, stimulate educational awareness, generate new ideas about the Property and attract new category of consumers interested in heritage education, cultural creativity and innovation. Marketing strategy aims to achieve:

- Maximization of the spend by visitors to increase revenues, and
- Maximization of the relationship between volume and value to increase receipts that can be used for furthering sustainable conservation of the Property.

The strategy proposes the following as growth and activation processes

- Value proposition which involves choosing the way to serve target customers that creates meaningful and compelling experiences about heritage values.
- Positioning that involves active communication of the value propositions.
- Promotional activities that activate visitor interest in the conservation of the Property.



- Developing optimal channel mix and channel activities to maximize brand opportunity.

**d. Market research activities** focus on:

- Mapping tradition-bearers of the Property, their roles and kingdom political organization
- Mapping and documenting traditional functions and activities of the custodians and games of the kings
- Documenting traditional crafts, skills and technologies associated with royal palaces in Buganda Kingdom

These aspects of market research aims to identify customer needs to meet them, learn about customer attitudes and values and help develop products and services that meet identified needs.

**e. Visitor safety and Emergency plan**

The management of *Kasubi* Tombs will work with available staff and security on visitor safety guidelines. The need to collaborate with Tour operators and tour agents understand *Kasubi* visitor's safety and emergency plans. The safety and emergency plan will ensure First Aid kits and staff, ambulances, responsible staff, support institutions and visitor evacuation plans are well explained to the visitors. This requires training security and guides, as well as orienting visitors on safety issues.

**5.3.10.6: Heritage Education**

*Kasubi* Heritage Education is linked to two national concerns: offering unique opportunity to young learners to learn from traditional practices to enhance their creativity and acquire new knowledge. This will increase their appreciation of the intrinsic values of the Property and provide a sense of identity and self-esteem. Secondly to enable young people learn essentials of cultural conservation and traditions to promote ethnic expressions and meaning to other bodies of knowledge.

*Kasubi* heritage education programme aims to provide information and interpretation on the cultural and historical resources by educating the public about heritage values, conservation and safety. Educative interpretation emphasize the appreciation and careful stewardship of heritage resources to ensure the public's long-term enjoyment of, and support for, conservation and tourism. The following strategic interventions are proposed:

**Project 1: Design Wayside Exhibits, Signage and Directions**

Waysides are outdoor interpretive exhibits along the proposed trail system of the Property that will be used primarily as orientation devices or to explain prominent features and sites. The exhibits will be located at the actual scene - as the prime focus of attention (see Section on Trail Designing and Figure 15).

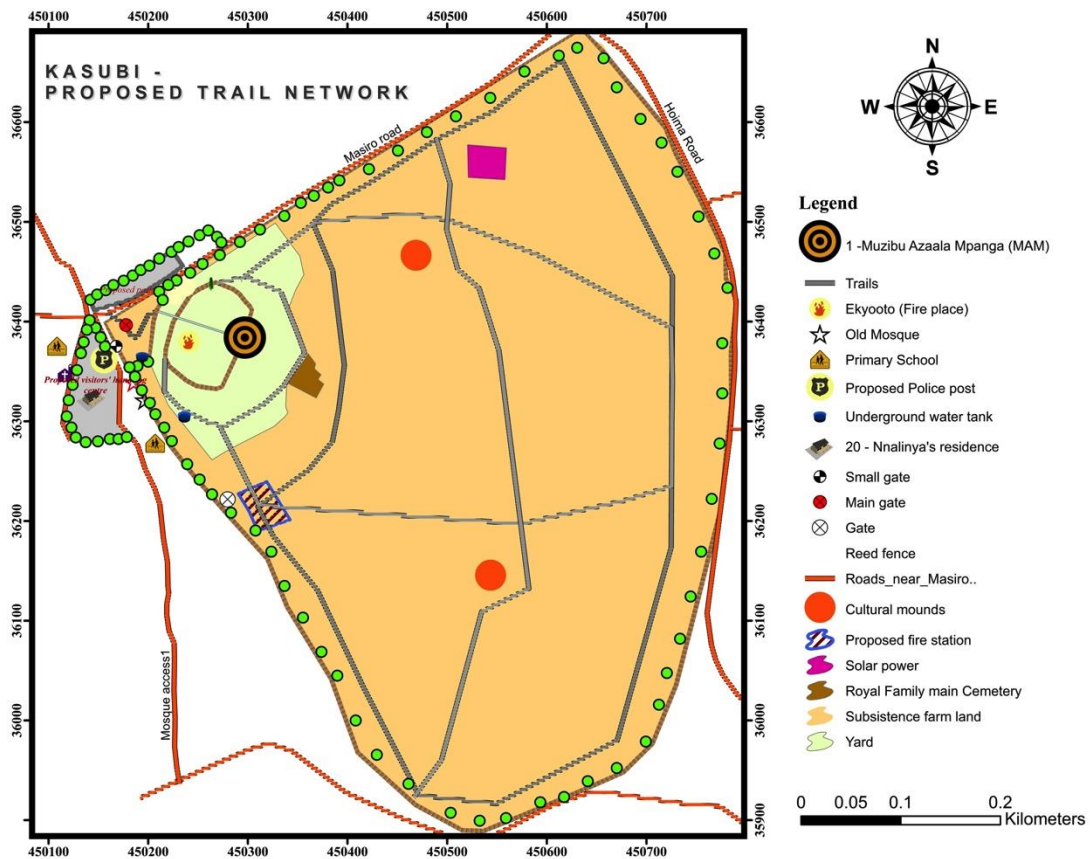
**Project 2: Material production** -for teachers and pupils/student to read about the Property.

### **Project 3: Trail Development**

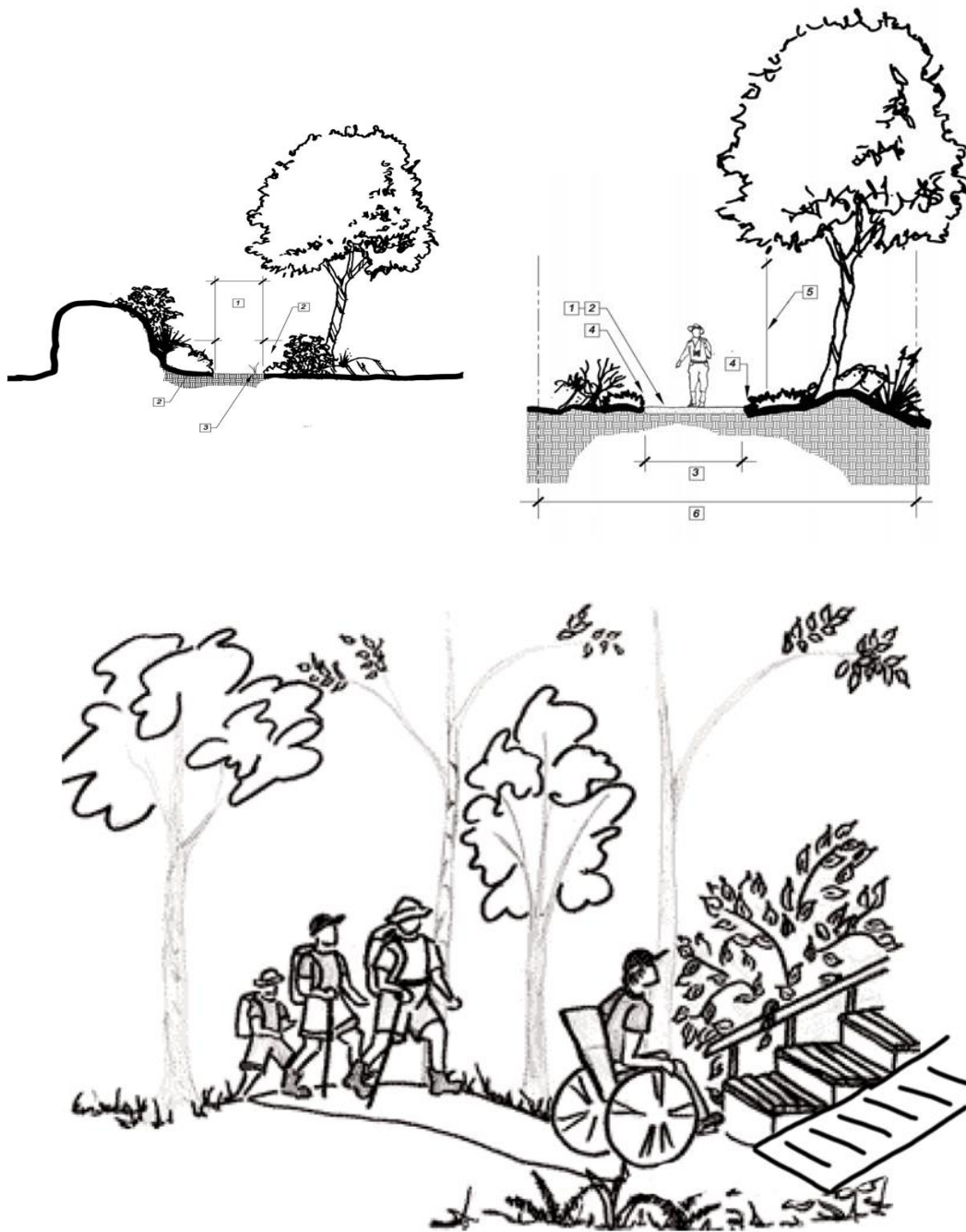
The Plan proposes trail establishment in the entire cultural landscape containing pathways (or tread) for visitor movement. *Kasubi* trail design guidelines aim to create tread width, easement width, function, cross slope, grade, anticipated user volume, horizontal clearance, and vertical clearance as well as adequate signage, staging areas and additional trail features (Figure 14). Annex 3 shows the universal Trail Standards that will be followed. Efficient, effective, and feasible trail network system with respect to initiating, implementing and managing the Property sustainably is proposed. Its purpose is also to satisfy the greatest number of users with the least amount of acquisition and construction cost per user. See Appendix 4 provides the pre-requisites of trail development in such a sensitive cultural site. Figures 10 and 13 show the proposed spatial trail network.

Its intent is to promote physical, ecological, and economical sustainability to retain the landscape of the Property under use and forces of humans and nature; minimize the ecological impacts and generate income for long-term maintenance of the Property.

The plan proposes promoting accessible/inclusive use for all. This is to provide opportunities to experience different aspects and encourage understanding of the cultural values by all through the principle of inclusiveness (see Figures 13 A, and B showing the universal dimensions of trail master plan). Meanwhile Figure 15 provides the proposed trail network.



**Figure 14: Proposed Trail Network**



**Figure 15: Proposed Trail structure**

**Legend**

1. Natural thread surface material with Murram/stone binding agents
2. 5 – 8% cross slope
3. 6' – 8' trail thread width
4. 4 Horizontal clearance at edge
5. 12' vertical clearance
6. 15' – 20' trail easement (space in between)
7. Trail with ramps

## Chapter Six

### Implementation of the Master Plan

#### 6.0 Implementation Plan

The promise of *Kasubi* World Heritage Property Master Plan is to restore the Property, reduce the risks threatening its OUVs and achieve its development and maintenance. The success of *Kasubi World Heritage Property Master Plan* will depend on a close working relationship between the Government of Uganda (State Party), the Kingdom of Buganda and WHC, and a clear implementation plan. This chapter outlines the actions needed (

- To deliver the targets set;
- Address the key issues and challenges, and;
- Address the opportunities.

It also proposes how these actions and interventions will be put in place (Ref. 6.3). This includes details of:

- How the intervention will be organized;
- Who will be responsible for the work done; and
- The relevant departments, agencies and organisations that they should work with.

The implementation of this strategy, in addition to the proposals outlined, will help ensure the successful conservation and development of *Kasubi* World Heritage Property to 2028 and beyond. The action plan provides a more detailed description of the timetables, measures and financing of the key projects. It is a **programme for Property conservation and development** to which the Government of Uganda as State Party, Kingdom of Buganda, custodians and UNESCO are strongly committed to achieve. The action plan will be implemented within the framework of 10 years.

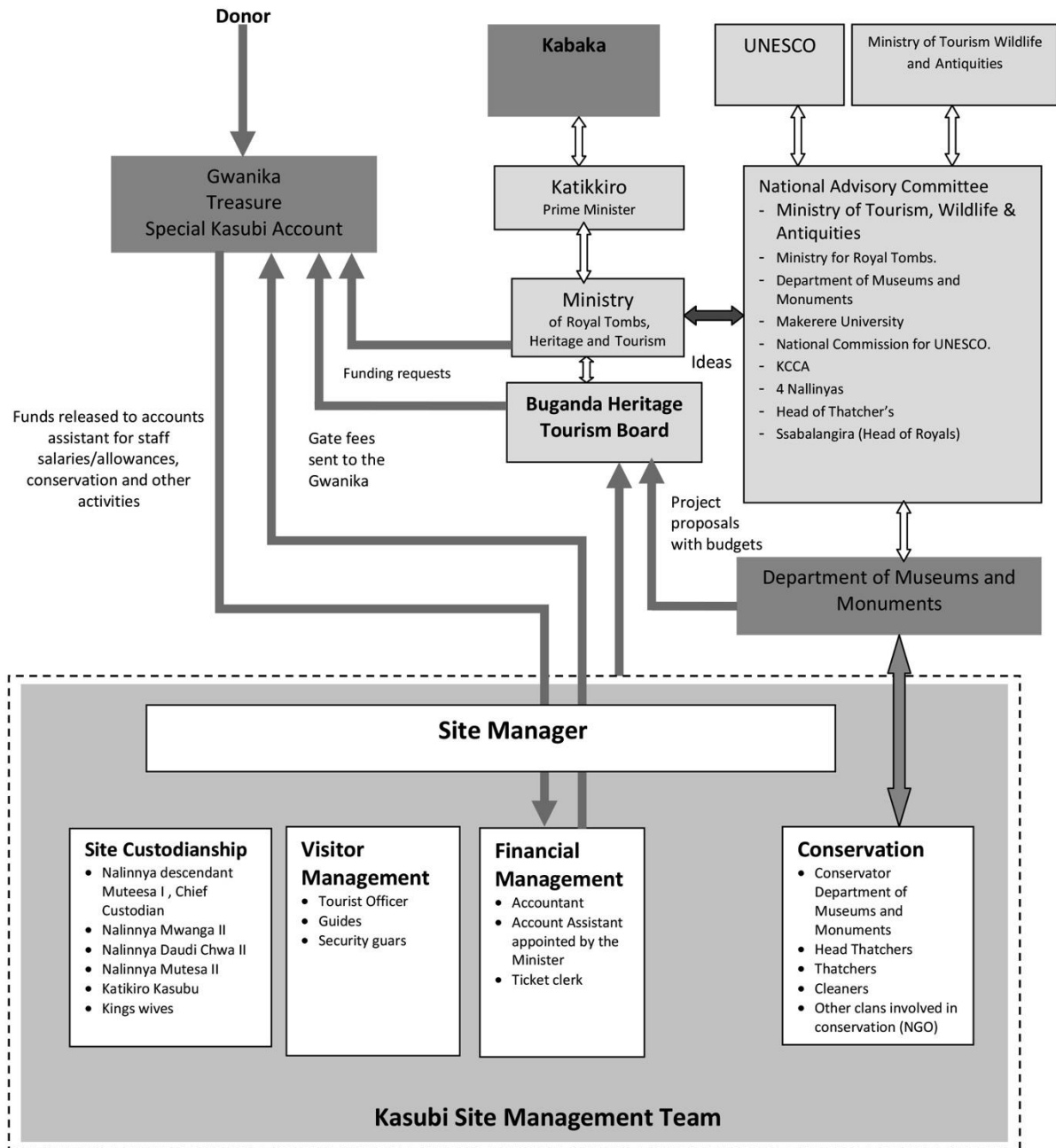
#### 5.1 Implementation Strategy

The overall core strategy in the Master Plan is achieving conservation and sustainable use of *Kasubi* World Heritage Property with a mutual recognition/harmonization process of expanding urban pressure.

### **5.1.1 Institutional Framework**

The National Technical Committee (NTC) was instituted to be the principle authority for the coordination of planning, conservation activities and development of *Kasubi* World Heritage Property. However, powers regarding execution implementation are handed down to MTWA, the Kingdom of Buganda, UNESCO WHC, NATCO and KCCA. Identification of responsibilities, roles they play in the implementation processes and the institutional structure (Figure 15) are expected to be clear for the purposes of effective communication and easy of coordination. This is expected to help in good information flow, decision-making for regular cases and irregular and emergency cases. Its key roles are to develop and implement the Master plan, policies, legislation and strategies/plans to respond to the needs of the Property.

### **Kasubi Tombs Institutional Structure**



### Figure 16: Institutional Framework

The powers of NTC are drawn from UNESCO *Operational Guidelines*, 2017, and Museums and Monuments Policy, 2015 authorizing restorations or new constructions after Fire Disaster of 2010 destroyed *Muzibu-Azaala-Mpanga* that affected the Outstanding Universal Value of the Property. Various decisions (Appendix) were adopted to reconstruct *Muzibu-Azaala-Mpanga*, provide DPRM and restore *Bujjubukula*.

## **Responsible Authorities**

### **Ministry of Tourism Wildlife and Antiquities (MTWA)**

The State Party is represented by MTWA (Department of Museums and Monuments). It is responsible for heritage conservation (and the World Heritage Sites). It directly deals with conservation of *Kasubi* World Heritage Property. The department provides overall coordination of all the Property reconstruction, renovation and restoration projects. In terms of management of the Property as a national monument, DMM is the recommended department by the Constitution of Uganda. This is a critical role, and the DMM is best placed to take on this role due to its close cooperation with international and regional organizations, governments, donors (like WHC, ICOMOS Africa World Heritage Fund, etc), and ministries and national level bodies. Furthermore, the DMM is best placed to coordinate such role players, including KCCA and the Kingdom of Buganda and custodians.

### **The Kingdom of Buganda**

*Kasubi* World Heritage Property is a living cultural site where a lot of traditional *Ganda* ritual practices are performed through custodians as heritage personality. Because of its importance to the people of the Kingdom of Buganda, its administrative organs continue to play a major role in the affairs and daily management of the Property. These include: *Kabaka* (King), *Katikiro* (Premier Minister of the Kingdom), ministries and other kingdom bodies like *Kabaka* Foundation, BHTB and representative of custodians. They play various roles, but most important for Master plan implementation as are:

**Human Resource Mobilization:** Mobilizing traditional constructors, artisans and other human resource for reconstruction, renovation and restoration. This role is currently to the kingdom. Due to the important linkages of heritage attributes to the traditional practices, it is recommended that the mobilization and coordination of the traditional skills and human resources should be done by the Kingdom of Buganda. It is further recommended that this be catered for in the Kingdom structure to encourage practices of traditional skills that seem to vanishing. The role of the clans in terms of human resource mobilization needs to be clearly spelled out as currently there seems to be problem with which clan should take lead in reconstruction, renovation and restoration works. From the traditional management point of view, it is therefore critical to ensure continuation of intangible cultural practices associated with the conservation of the Property. It is also imperative that traditional skills development should be part of the Master plan implementation to support conservation of the Property in the future.

**Safety and Security:** The functions are largely provided by traditional guards of the Tombs of kings of Buganda. It is recommended that the coordination of Safety and Security of the Property be monitored by the Kingdom official and coordinate its functions with Uganda Police. The fact that a number of decisions between the parties recommended the establishment of DPRM unit to oversee the



implementation of this strategy whilst the actual implementation will remain with the traditional guards in collaboration with Uganda Policy.

**Marketing:** This is a key mandate of the BHTB in the Kingdom of Buganda.

**Research and Information:** Research and information collection is currently not adequately undertaken in the Kingdom. The linkages between research and information, and product development and marketing, means that this function is best located BHTB. It is therefore recommended that this is such a critical priority area, BHTB should be given the mandate as a fully-fledged well-resourced unit to work with UTB, private sector and other marketing agencies.

NTC is recommended to have a number of working groups. This is because its main responsibility is to coordinate the implementation of the Master Plan and give input into the direction for the Property conservation policy and strategy.

**Working groups:** A number of working groups aligned with the priority areas that make up the Master Plan are as follows:

- *Gwanika* Treasurer group (Operate Special *Kasubi* Account and make financial plans, accounts and reports);
- *Muzibu-Azaala-Mpanga* and *Bujjukubula* Reconstruction working group (Headed by Project Manager);
- Safety and Security working group;
- Research and Information working group.

### **Kampala Capital City Authority (KCCA)**

*Kasubi* World Heritage Property is located within Kampala Capital City (Lubaga Division). Through the Museums and Monuments Policy 2015 and the Tourism Policy 2015, the KCCA is a critical stakeholder in the conservation and growth of tourism in the City as it mandated “on the ground” implementation and planning for cultural heritage conservation and tourism development. The KPDP 2012 also empowers KCCA to carry out detailed conservation plans. As such, it should be represented on all relevant NTC activities. There are three areas where KCCA can play crucial role in the Master plan implementation.

- Neighbourhood development control and maintaining the 250 meter buffer of the Property;
- Provision of utilities (water, electricity, parking yard and partnering with the Kingdom of Buganda to construct heritage resource centre); and,
- Resident heritage education and awareness in partnership with DMM.

### ***Kasubi* World Heritage Site Manager**

Within the institutional framework of the Government of Uganda (Historic Monuments Act, 1967), each monument site or cluster of monument sites has a

defined "Site Manager". The DMM posted **Kasubi World Heritage Site Manager** whose responsibilities are to: manage the Property, carry out restoration, renovation and maintenance works in liaison with Kingdom of Buganda, oversee cleaning activities and oversee visitor impact management. In performing these duties s/he is assisted by site custodian team (headed by *Nnalinya* and the *Katikiro* of Tombs), tourist officer and an accountant.

However, after the fire disaster of 2010, a **Project Manager** was appointed to oversee the reconstruction work on *Muzibu-Azaala-Mpanga* by 2011 35COM 8C.2 - Establishment of the World Heritage List in Danger (Retained Properties). An official appointee of the government, the Site Manager is responsible for coordination of site activities and work together with custodians and project manager to implement reconstruction and renovation works and give input into the direction action plans are taking. The Master Plan proposes the Site Manager to continue with his duties as spelled out in the Act. But, they need other technical and financial support from MTAW and the Kingdom of Buganda to carry out their functions of conservation.

## **5.2 Action Plan**

The action plan for the implementation of the key projects involves a large number of operational guidelines to be followed and underpin the efforts to create favourable conditions for conservation and development. This document does not cover the full detailed plan for each project identified. Individual project plans will be made as accompanying documents providing details and costs. Action plan costs are indicative amounts showing likely estimate of achieving of the projects. However, it expected that not much deviation will result in detailed action plans for each project.

**Table 12: Action plan**

Action	Tasks	Priority	Key Agencies	Timing	Budget	KPI
<b>Conservation</b>					USD\$	
Continue with the work on <i>Muzibu-Azaala-Mpanga</i> and complete reconstruction	Finalize reconstruction work	High	Buganda Kingdom, MTWA,WHC	2018-2019	USD 1.5 Million	<i>Muzibu-Azaala-Mpanga</i> reconstructed and restored
Upgrade the exhibition of Kasubi reconstruction process	<ul style="list-style-type: none"> <li>Update information and new plans of restoring</li> <li>Panels enhanced and shelter build with traditional materials</li> </ul>	High	Buganda Kingdom, MTWA	2018	21,000	Exhibit the reconstruction presented to the public
Renovate <i>Bujjabukula</i> .	Start and complete renovation	High	Buganda Kingdom, MTWA and WHC	2019-2020	30,000	<i>Bujjabukula</i> renovated
Restore and maintain reed fence of the Courtyard	Renovate courtyard fence	High	Buganda Kingdom, KCCA and MTWA	2016-2019	22,000	Courtyard renovated
Thatching the houses of the kings' wives (12)	Re-roof with vegetal material	Medium	Buganda Kingdom. MTWA, WHC	2020-2024	85,000	Improved authenticity
Re-plant the Bark cloth trees around the perimeter of the Property.	Preserving traditional boundary	Medium	Buganda Kingdom, KCCA and MTWA	2020-2022	36,000	Clearly marked boundary
Maintaining the traditional mechanisms of various roles played by the custodians	Restore all traditional functions of the	High	Buganda Kingdom	2018-2019	18,000	Most traditional

	Custodians					functions restored
Restoration of some of the loss Property's traditional practices, expressions, knowledge and skills	Restore loss traditional practices	Long-term	Buganda Kingdom MTWA,WHC	2019-2028	120,000	A number of traditional practices restored
<b>Site Maintenance Plan</b>						
Planning for regular maintenance after reconstruction	To minimize deterioration and threats	Short term	Buganda Kingdom/MTWA	2018	25,000	maintenance plan in place
Landscaping the court yard	Soil erosion and water flows minimized	Short term	Buganda Kingdom/MTWA	2018-2019	35,000	court yard erosion minimised
Environmental health and sanitation services	Maintain beauty and aesthetics	Short term	Buganda Kingdom, KCCA and MTWA	2019	10,000	Good sanitation at the site
<b>Custodians</b>						
Provide reasonable emolument to the custodians, healthcare on monthly basis.	Raise emoluments to reasonable amount	Medium	Buganda Kingdom	2020-2028	30,000	Improved remuneration and healthcare
Preserve the traditional agricultural practices, herbal plants, and variety of indigenous plants	Engage terracing and mulching	Medium	Buganda Kingdom	2018-2028	25,000	Reduced land degradation
Encourage traditional royal craft making and sale	Improve quality and market	Medium	Buganda Kingdom	2018-2029	18,000	Increased market access
Protect, strengthen and promote the traditional use of the gardens and medicinal plants as alternatives means	Register cultivators and train in traditional agricultural practices	Long-term	Buganda Kingdom	2018-2028	15,000	Improved farming practices

Continuous documentation of intangible practices	Intangible elements and values identified	High	Buganda Kingdom and MTWA	2018-2028	25,000	Documentation of the values in place
<b>Kasubi Resident Engagement</b>						
Community engagers' workshops and training on community mobilization and management.	Organize training and workshops	Long-term	Buganda Kingdom and MTWA	2019-2026	15,000	Skilled community organizers

Engaging <i>Kasubi</i> volunteer group(s) formation and training	Organize community group(s)	Medium	Buganda Kingdom	2019-2021	25,000	Newly form community groups
Environmental awareness and education programme	Carry awareness and education programmes	Long-term	Buganda Kingdom and KCCA	2018-2028	15,000	Care for environment
<b>Property Buffer Zone</b>						
Develop guidelines and regulations for cultural heritage land use and neighbourhood development	Design guidelines	Medium	KCCA	2019-2020	55,000	Guidelines to control development
Strengthen <i>Kasubi</i> buffer zone	Mark the buffer zone and create awareness	Medium	KCCA/MTWA	2018-2020	12,000	Clearly marked buffer
Integrate Neighbourhood Cultural Sites and Places in overall plan	Plan conserve and manage	High	Buganda Kingdom	2018-2020	25,000	Conserved and restored sites and properties
<b>Disaster Preparedness and Risk Management (DPRM)</b>					650,000	
Disaster and risk awareness campaigns	Custodians and public aware of	High	KCCA, MTWA	2018-2024	"	Hazards and risks

	disaster and risk					identified
Install disaster and risk equipment	Complete disaster and risk mitigation systems installed, including the construction of underground tanks.	High	Buganda Kingdom, KCCA and MTWA	2018-2019	✓	Emergency response system established
Strengthen general security system of the site	Improve security	High	Buganda Kingdom and MTWA	2018-2028	✓	Security strengthened
Training and recruiting fire fighters technicians	Train personnel	High	Uganda Police and KCCA	2019-2022	✓	Competent personnel to manage disaster risk

<b>Kasubi Tourism</b>						
Prepare visitors information package	Carry research to develop packages	High	Buganda Kingdom, MTWA	2018-2022	25,000	Package different products for sale
Develop interpretation signs	Signs, labels and disabled interpretation signs	Medium	Buganda Kingdom	2018-2025	15,000	Partnerships formed and agreed
Establish visitor facilities and services at Kasubi	Designs and construction of visitor facilities and services	High	BHTB, MTWA, WHC	2018-2022	106,000	Visitors facility, toilets and resting points
Establish resident tourism programmes	Train, help to create CBT programmes	Long-term	Buganda Kingdom, KCCA	2019-2028	20,000	Resident skills developed in

						CBTs
Carry out marketing and promotion	Carry market research, develop marketing materials, create channels	Medium	Buganda Kingdom, MTWA	2018-2024	35,000	Marketing and promotion channels established
Develop Botanic walk paths in the garden	Demonstration centre of traditional agriculture and herbal plants	medium	Buganda Kingdom, MTWA	2020-2024	46,000	Traditional agricultural land preserved to enhance the OUV
Develop the southern Entrance, Road to and the Kigango	Easy access for burial events at the site	medium	Buganda Kingdom ,MTWA	2020 2022	50,000	Access to the Kigango for burials created
Create a Road by pass at the entrance of the gate of Bujjabukula on Masiro Road	Create a diversion of the road away from the gate	Long-term	Buganda Kingdom, KCCA MTWA	2024 2028		Reduction of traffic at the entrance
<b>Heritage Education</b>						
Carry research and produce education materials	Research, document and produce materials	Medium	MTWA, KCCA	2019- 2025	25,000	Education materials produced
Provide education infrastructure and facilities	Plan and provide infrastructure and facilities	High	MTWA, Buganda Kingdom	2019-2026	18,000	Education infrastructure in place



### 5.3 Funding

Investment in the Property conservation and development is our priority. Overriding Decisions on reconstruction and restoration need investing our strengths and funds in the conservation and development of the Property and neighbouring communities. Tangible attributes need to be restored and enhanced.

#### **Reconstruction and Restoration Fund**

This fund is urgently needed for completing the ongoing reconstruction of *Muzibu-Azaala-Mpanga* after fire disaster of 2010 and renovation of *Bujjubukula* –million annual average.

The priority to reconstruct *Muzibu-Azaala-Mpanga*, renovate *Bujjukubula* and restore the entire Property is high. The current sources are limited and this underlines necessary steps to solicit for Reconstruction and Restoration Funds. All parties should offer more active role in providing the required funds.

The Plan proposes setting up a Reconstruction and Restoration Fund with an estimated budget of 15 million. National Technical Management Committee would administer this fund, but requests support from the State Party, the Kingdom of Buganda and UNSECO (World Heritage Fund) and other donors.

#### **Disaster Preparedness and Risk Management Fund**

The costing and financing of the Master plan will require concerted efforts of all stakeholders and partners.

A flexible and coordinated approach will be taken in securing resources for the implementation of the Action Plan. Funding will be identified and may be channelled either via UNESCO (external source) or directly to the Government of Uganda or the Kingdom of Buganda. The responsible financial group is headed *Gwanika* Treasurer (Special *Kasubi* Account).

Detailed funding proposals will be developed after detailed feasibility studies are conducted and upon sequence of framed priorities. The Matrix (Annex ) has articulated the roles and responsibilities of each implementation partner. But, detailed proposals for funding will be shared with UNESCO World Heritage Centre/ICOMOS and potential donors from the public as well as private sector, the Government of Uganda and Buganda Kingdom. Implementation partners will be selected according to their ability to implement the different activities.

## Chapter Six

### State of Conservation and Development

#### 6.0 Desired State of Conservation and Development for the *Kasubi* Site

The Master Plan is prepared in response to a joint World Heritage Centre/ICOMOS/ICCROM Monitoring Report 2015, the State Party and other stakeholders. Desired State of Conservation (DSOC) statements as expected outputs/outcomes of the Master Plan to be achieved in the next 10 years for the removal of the Property from the List of World Heritage in Danger. These will be achieved by the proposed projects and action plans as corrective measures in an implementation timeframe between 2018 – 2028. The purpose is to ensure continued protection of the OUVs of the Property. DSOC will to be achieved as measures of the Master Plan outputs/outcomes. The major outputs/outcomes are:

- a. Completion of the *Muzibu-Azaala-Mpanga* reconstruction, including installing effective and appropriate fire protection system and restoration of the traditional building practices of *Ganda* royal tombs, and other related buildings.
- b. Disaster preparedness and risk management strategy established including installation of an effective fire protection system for the whole of the property
- c. Measures in place to ensure the vitality of the property are sustained through the transfer of knowledge to future generations
- d. Conservation of the key attributes of the overall Property. This involves re-establishment of the traditional fencing system by planting of boundary trees
- e. Re-roofing of inappropriate building roofs (iron sheets) to strengthen the authenticity
- f. Improved productivity of royal agricultural landscape.
- g. Management structures in place to ensure that the custodians and craftsmen have appropriate living and working conditions
- h. A comprehensive planning guidelines and policies on the buildings, site development controls established to mismatch with heritage values informed by well-planned designs, model spatial designs and tourism and visitor management techniques.
- i. A comprehensive heritage as well as community (resident) education and awareness programmes established enabling cultural exchange, social cohesion and transmission of skills to the young generation
- j. Implementation of an overall Master Plan for the property

## **6.2 Corrective Measures as achievements of the Desired State**

### **6.2.1 Reconstruction of *Muzibu Azaala Mpanga*, 2019**

- Complete the reconstruction of the *Muzibu-Azaala-Mpanga*
- Continuous survey and documentation of the traditional building practices by the craftsmen

Plan for regular site maintenance including all structures and water drainage on the compound, cleaning the site and traditional fumigations using smoke

### **6.2.2 Restoration of *Bujjabukula* by 2020**

- Provide Plans for *Bujjabukula* renovation with detailed drawings and traditional skills documentation
- Provide conservation policy/guidelines of maintenance
- Restore the building with the traditional materials as detailed in the plans

### **6.2.3 Restoration of the property fence**

- Planted *barkcloth* trees inside the perimeter wall six metres from the boundary
- Rebuilt the courtyard fence with reeds

### **6.2.4 Site Maintenance plan**

- Established system for regular site maintenance of *Muzibu Azaala Mpanga* roof and drainage water flows, cleaning the site and traditional fumigations after reconstruction
- Land availed for the planting of spear grass of roof thatching and the reeds
- Improved solid waste disposal around the Property through resident education
- Landscaped courtyard ground with compacted gravel and well-established drainage system.

### **6.2.5 Transmission of traditional knowledge**

More youth trained in building skills, materials preparation and conservation of thatched houses by the master thatcher to ensure continuity planned cemetery and engagement with the custodians on the practices of traditional royal burials to ensure harmony and minimize land waste.

## **6.3 Planning guidelines and policies on the visual appearance of the Property (2020-2022)**

### **6.3.1 Physical Plans**

Sensitization and awareness of the communities created on property boundary and buffer boundary regulations, tourism services.

- Prepare a detailed neighbourhood guideline.
- Integrate the *Kasubi* Master Plan into the Kampala City Plan as Cultural zone
- Develop guidelines on the environmental and sanitation facilities and services

Establish Memorandum of Understanding with communities at the buffer zone on the buildings heights and designs

### **6.3.2 Disaster and Risk Management Strategy (2018 – 2023)**

- Comprehensive assessment of potential risks or threats undertaken and established;
- Environmental and Social Impact Assessments (EIA) undertaken for ensuring the projects conformed with traditional, national and UNESCO/ICOMOS standards
- Warning disaster mechanisms are established and used by the custodians and security to monitor and communicate disaster and risk threats;

Periodic training of personnel for Risks and disaster management

- Increased community awareness on disaster risks, prevention and mitigation measures
- Increased national security for the site

### **6.3.3 Management Plan (2018)**

- Reviewed and redefined the management roles and procedures
- Reviewed the roles of the different stakeholders
- Incorporation of the role of World Heritage Volunteers in the management and conservation of the property

### **6.3.4 Custodians and Craftsmen**

- Recognised role of the custodians in initiation ceremonies, priestess and healing processes
- Enhanced welfare of the custodians with a better living conditions
- Promotion of special royal tomb mat making, bark cloth supplies and decorative artefacts.

### **6.3.5 Tourism and Education**

- Developed visitor information materials and services
- Developed interpretation with trails, exhibition panels
- Trained the custodians, craftsmen/artists in packaging products and services for interpretation and planning
- Developed heritage education themes and materials for community and school children
- Provision of effective visitor information and construction of a centre and amenities.
- Trained heritage guides in effective interpretation and visitor management
- Trained neighbouring residents in quality visitor service provision and entrepreneurship as a mechanism of heritage inclusive tourism
- Partnership built with schools and tertiary institutions to encourage heritage education tours, research and academic work in the Property

The DSOC and corrective measures inform how the Master Plan is to be achieved and will be implemented. They also act as key indicators addressing the particular needs of Property conservation, development and socio-economic desired state for custodians and neighbouring residents. The DSOC and corrective measures aim to evaluate outcomes of the Master Plan by:

In order to achieve these desired states of conservation and development, the different visions, goals and objectives should conform to the legislative frameworks, various principles adopted in the Master Plan. These will guide the Implementation Plan. The conservation and development strategy of the Property proposes that:

- Project Standards should complement the implementation pre-requisites and supporting Initiatives
- Be consistent with international and national legislative framework as well as Buganda traditional norms and standards
- Ensure the active participation and influence of stakeholders in the implementation, monitoring and evaluation processes.
- Have all projects and action areas based on a holistic analysis of the needs of conservation of the Property and the underlying causes of especially conditions of disaster risks all other needs of the Property. The implementation projects should also examine the opportunities and risks inherent in the potential interventions.
- Use a logical framework (log frame) that explains how the project will contribute to ultimate impacts on the Property conservation and development needs.
- Where appropriate, be technically, environmentally, and socially sound in the context of the needs and responsibilities of the stakeholders.

Have an implementable a monitoring and evaluation plan and system based on the logical framework.

## Chapter Seven

### ***Kasubi* World Heritage Property Monitoring and Evaluation**

*Kasubi* World Heritage Property Monitoring and Evaluation (hereafter *Kasubi* M&E) is the **results map of achieving proposed** programmes based on the **Desired State of Conservation and Development for the *Kasubi* Site** and/or some corrective actions. *Kasubi* M&E is driven by the need to account for the achievement of intended results and to provide a fact base to inform corrective decision-making. It is an essential management tool to support the State Party, the Kingdom of Buganda and UNSECO commitment to accountability for results of *Kasubi* Master Plan, resources entrusted to it, and organizational learning. This feeds into the overall programme management processes of the Property conservation and development. *Kasubi* M&E makes an indispensable contribution to the ability to manage for conservation and development results for the protection of the OUVs. *Kasubi* M&E will provide opportunities at regular predetermined points to validate the logic of conservation programme and projects, activities and their implementation. It will also help to make adjustments as needed. Progress towards achieving results needs to be monitored by NTC. Information from monitoring will be used to encourage improvements or reinforce action plans through annual reports. Information from systematic monitoring of action areas and projects will provide critical input to evaluation.

It is expected that mid-term and summative evaluations will be carried by an independent team jointly appointed by the State Party, Kingdom of Buganda and UNSECO. Evaluation of Master Plan will complement monitoring by providing an independent and in-depth assessment of what has been achieved and what did not work.

The overall aim of *Kasubi* World Heritage Property M&E is to provide opportunities at regular predetermined points to validate the logic of projects, tasks and their implementation and to make adjustments as needed. Information from M&E are needed to encourage improvements or reinforce action areas. The key questions we seek to answer include:

- Are the pre-identified outputs being produced as planned and efficiently?
- What are the issues, risks and challenges that we face or foresee that need to be taken into account to ensure the achievement of the Property conservation and development results?
- What decisions need to be made concerning changes to the already planned work in subsequent stages?
- Are the outcomes we envisaged remaining relevant and effective for achieving the overall conservation priorities, goals and impacts?

<b>Evaluation Title</b>	<b>Partners (Joint Evaluation)</b>	<b>Plan Result Area</b>	<b>Planned completion</b>	<b>Key evaluator(s)</b>	<b>Funding source for evaluation</b>
<b>Outcome Evaluations</b>					
Mid-term outcome of conservation work	MTWA; Kingdom & UNESCO	Reconstruction of <i>Muzibu-Azaala-Mpanga</i> ; Renovation of <i>Bujjubukula</i> and restoration	2019 - 2020	ICOMOS	M&E budget
Mid-term outcome of disaster preparedness risk management measures	MTWA; Kingdom, UNESCO & Japanese Gov.	Installations of permanent DPRM equipment and skilled human resource	2021	Joint team from Ministry of Disaster Preparedness; Uganda Police and UNSECO	Japanese Fund for DPRM budget
Mid-term outcome of tourism and heritage education facilities and amenities development	MTWA; Kingdom & UNESCO	Established VIC, washrooms, trails and interpretive signage	2023	ICOMOS and MTWA	M&E budget
<b>Project Evaluations</b>					
<i>Muzibu-Azaala-Mpanga</i> Reconstruction	MTWA; Kingdom & UNESCO	Complete reconstruction	2019	UNESCO/ ICOMOS	M&E budget
<i>Bujjubukula</i> Renovation	MTWA; Kingdom & UNESCO	Restored <i>Bujjubukula</i>	2020	UNESCO/ ICOMOS	Japanese Fund for DPRM budget
<i>Muzibu-Azaala-Mpanga</i>	MTWA; Kingdom &	Restored artefacts in	2021	UNESCO/	M&E



artifact restoration	UNESCO	the reconstructed <i>Muzibu-Azaala-Mpanga</i>		ICOMOS	budget
DPRM	MTWA; Kingdom, UNESCO & Japanese Gov.	Emergency system established; Permanent DPRM installed; Human resource trained	2021	Ministry of Disaster Preparedness; Uganda Police and UNSECO	Japanese Fund for DPRM budget
<i>Kigango</i> and <i>Gwanika</i> establishments	Buganda Kingdom	New establishments completed	2023	MTWA	MTWA budget
Re-establishment of fig tree perimeter	MTWA; Kingdom & UNESCO	Restored traditional perimeter	2024	UNESCO/ ICOMOS	UNESCO and MTWA budget
Trail establishment	MTWA; Kingdom	Operational trail system	2021	MTWA	
VIC construction	MTWA; Kingdom, KCCA	Operational VIC	2028	MTWA/ ICOMOS	Project budget
Parking yard construction	MTWA; Kingdom, KCCA	Well-established parking yard	2021	MTWA	Project budget

## SPECIFIC CONSIDERATIONS FOR PLANNING EVALUATIONS

The Master Plan has proposed mandatory evaluation of all projects be carried out by the NTC. The evaluation plan is a component of the M&E framework and includes those evaluations that can be foreseen at the end of the programme planning stage. Since the Master Plan is strategic nature, it includes a selection of evaluations that will generate the most critical and useful information for NTC and all stakeholders in decision making. Specific considerations are three:

The likelihood of future initiatives to achieve sustainable conservation of the Property: All evaluations are regarded as an important means of generating recommendations to guide future work on the Property. It enables NTC to take stock of whether the outputs have contributed to the outcome and whether MTWA, the Kingdom of Buganda and UNESCO crafted an effective partnership strategy. The purpose is to ensure continuous support to the property.

Anticipated problems—Evaluations can help prevent problems and provide an independent perspective on existing problems in all the efforts to conserve and develop *Kasubi* World Heritage Property. When selecting an outcome for evaluation, possible problems or where complications are likely to arise will be the focus because the outcome is within a sensitive area with a number of partners.

Need for lessons learned: What kinds of lessons are needed to help guide activities in the Property or other heritage sites in the country?

Alignment and harmonization: Planned evaluations will be aligned with national and UNSECO conservation of World Heritage Site priorities. NTC, on behalf of all partners sets its priorities to harmonize with evaluation with national and UNSECO system. This ensures that proposed evaluations will generate important information to help the Government of Uganda, UNSECO and its partners better manage for results in a changing context of heritage conservation. Opportunities for joint evaluations with governments and partners will be actively pursued. In determining the timing of an evaluation, NTC considers various decision-making points that exist in the partnerships, such as budget, development framework or strategy setting, and existing processes for conservation programmes and projects.

## References

- ICOMOS (1999), International Cultural Tourism Charter.
- ICOMOS 2003), Charter for Analysis, Conservation and Structural Restoration of Architectural Heritage.
- KCC (2012), Kampala Physical Development Plan (KPDP).
- Uganda Government (1967), Historic Monuments Act.
- Uganda Government (1995), The Constitution of Uganda.
- Uganda Government (2015), National Museums and Monuments Policy.
- Uganda Government (2006), National Culture Policy.
- Uganda Government (2015), Uganda National Tourism Policy.
- Uganda Government (2011), Physical Planning Policy.
- Uganda Government (2013), National Policy for Disaster Preparedness Management.
- Uganda Government (1996), National Environmental Management Act.
- UNESCO (2011), The Historic Urban Landscape Recommendations.
- UNESCO (1972), Convention Concerning the Protection of the World Cultural and Natural Heritage.
- UNESCO (2003), Convention for Safeguarding of Intangible Heritage.
- UNESCO (2012), Operational Guidelines for the Implementation of the World Heritage Convention.

## Annex 1 Committee decisions relevant to the Master Plan development

<p><b>2017</b> 41COM 7A.31 - Tombs of Buganda Kings at Kasubi (Uganda) (C 1022)</p>	<p><b><u>State of Conservation Report</u></b></p> <p>Initial progress with the development of the Master Plan is welcomed and further encouraged. It is recommended that this work be given high priority as it is a means to define, justify and coordinate the various development activities at the property (and around the property such as the proposed Bus Transit System), which currently remain separate and lack detail. It is not possible to comment on the various proposals set out in the annotated plan of the site on the basis of that plan alone. There needs to be a clear differentiation between the Master Plan that concentrates on coordinating development and the Management Plan that puts in place ongoing systems of management. Until the Master Plan is in place, the need to halt all new development is reiterated, and this includes work on reconstructing or conserving buildings (other than the <i>Muzibu-Azaala-Mpanga</i>) and building new structures. The work of the Reconstruction Committee, which has a coordinating role, is also welcomed.</p> <p><b><u>Committee Decision</u></b></p> <p><i>5. Further welcomes the initial work undertaken on the Master Plan and encourages the State Party to continue this work, with guidance from the Advisory Bodies as a matter of high priority in the light of the urgent need to define, justify and coordinate the various development activities at the property, which currently remain separate and lack detail, and requests the State Party to halt all new development projects (except the reconstruction of the Muzibu-Azaala-Mpanga) until the Master Plan has been finalized and approved;</i></p>
<p><b>2016</b> 40COM 7A.8 - Tombs of Buganda Kings at Kasubi (Uganda) (C 1022)</p>	<p><b><u>State of Conservation Report</u></b></p> <p><i>Analysis and Conclusions of the World Heritage Centre, ICOMOS and ICCROM</i></p> <p>The State Party has halted developments at the property pending the completion of the Master Plan (MP), requested since 2012. This is to ensure that conservation work respects Ganda architectural principles, materials, and building traditions, and to ensure a harmonized aesthetic at the property, and that development proposals, such as the provision of a reservoir and a fire-fighting system, alterations to the entrance, implementation of a visitor route or development of tourism facilities, are all undertaken in an integrated way within an agreed framework. The development of the MP is also part of the corrective measures to be undertaken to reach the Desired state of conservation for the removal of the property from the World Heritage List in Danger (DSOCR). It is</p>

	<p>urgent for this MP to be completed in order that work can be resumed. It is recommended that the Committee express concern that no details have been provided as to when this Plan will be prepared or completed.</p> <p>All the buildings have not been included to the site plan submitted (e.g. the solar panels and electricity station under construction during the 2015 mission), which needs to be amended as it should be part of the overall MP.</p> <p>Ahead of the MP, the expansion of <i>Masiro</i> Road will take place on the side opposite the property. Although this is considered positive in principle, the site managers should continue monitoring the situation to ensure that the bark cloth trees, which line the property, but are actually located outside the new constructed perimeter walls, are protected. Maintenance of the perimeter wall and its reed covering will remain an important issue. Detailed plans of the road are needed.</p> <p>It is also important to recognize that the Buganda Tourism and Management Board must prioritize the conservation of the attributes of the Outstanding Universal Value (OUV), including the intangible heritage, over tourism related activities. A careful balance must be made between meeting the needs of the traditional custodians and an improved visitor experience. A planned cultural village, which would take away some of the existing farmland within the property, could have an adverse impact on the OUV, and must be reviewed as part of the overall MP.</p> <p><b><u>Committee Decision</u></b></p> <p>5. Urges the State Party to progress with the development of this Master Plan and ensure that it encompasses:</p> <p>a) Ways to support <i>Ganda</i> architectural principles, materials, and building traditions alive, and the harmonized aesthetic of the property, and an integrated plan for development proposals, such as the provision of a reservoir and a fire-fighting system, alterations to the entrance, implementation of a visitor route or development of tourism facilities such as restaurants, and the widening of the road,</p> <p>b) A detailed site plan of the property that contains all the structures on the property, as it is now and a plan to show what is envisaged as development proposals;</p> <p><u>7. Requests</u> the State Party to provide a draft Master Plan to the World Heritage Centre by <b>1 February 2017</b>, for review by the Advisory Bodies, in order to allow urgently needed work to recommence on the property;</p>
<p><b>2015</b> 39COM 7A.23 - Tombs of Buganda</p>	<p><b><u>State of Conservation Report</u></b></p> <p>There is also some concern over the unplanned developments that are currently taking place at the property. Without a master plan, it</p>

<p>Kings at Kasubi (Uganda) (C 1022)</p>	<p>is not possible to ensure that these various <i>ad-hoc</i> developments will not impact on the Outstanding Universal Value (OUV) of the property. It is therefore recommended that the Committee urge the State Party to halt all work on <i>ad-hoc</i> developments, until the master plan can be completed and reviewed by the World Heritage Centre and the Advisory Bodies. Such a Plan needs to be based on a survey of all structures on the property, including details of their history and restoration. It would be unfortunate if the major restoration of the <i>Muzibu-Azaala-Mpanga</i> was not complemented by a wider conservation and revitalization of the whole property. Archaeological surveys should also be considered as an integral part of the design and implementation process for future developments. A reconsideration of the entrance area of the property will also need to take place in light of the enclosure of the property by the security wall. Plans are currently being developed by the architect to soften the effects of the wall at the entrance.</p> <p><b><u>Committee Decision</u></b></p> <p>6. Also requests the State Party to:</p> <ul style="list-style-type: none"> <li>a. halt further work on the provision of a reservoir and a fire-fighting system, alterations to the entrance, implementation of a visitor route or development of tourism facilities such as restaurants, until an Integrated Master Plan has been completed and submitted to the World Heritage Centre, for review by the Advisory Bodies, as requested by the Committee since 2012,</li> <li>b. prepare, in order to inform the Master Plan, a comprehensive site plan showing all structures on the property, indicating their date of construction as far as is ascertainable, and submit this to the World Heritage Centre for review by the Advisory Bodies;</li> </ul>
<p><b>2014</b> 38COM 7A.26 - Tombs of Buganda Kings at Kasubi (Uganda) (C 1022)</p>	<p><b><u>State of Conservation Report</u></b></p> <p><i>Revision of the master plan and submission to the World Heritage Centre for review by the Advisory Bodies:</i> Although the State Party states that the Technical team has compiled information on different components of the property, which has informed phases of the draft master plan related to conservation of structures, no revision of the Master Plan has been submitted or appears to have been undertaken to cover issues such as urban encroachment, and un-regulated urban development.</p> <p><b><u>Committee Decision</u></b></p> <p>5. Requests the State Party to implement the recommendations of the ICOMOS Advisory Mission to the property (12-15 May 2014), in particular:</p> <ul style="list-style-type: none"> <li>g. Agree upon the final Master Plan before implementing any new constructions; and reconsider the tall concrete wall recently constructed around the perimeter of the property as well as the proposed 'living museum' concept that may impact negatively on</li> </ul>

	<p>the OUV of the property;</p> <p>6. Also requests the State Party to invite a UNESCO/ICOMOS/ICCROM reactive monitoring mission to the property to consider the concerns highlighted by the Mission relating to: the lack of effective management and resources for the reconstruction project, the current draft Master Plan and its possible commercialisation projects, and unplanned work such as the perimeter wall and new buildings;</p>
<p><b>2013</b> 37COM 7A.21 - Tombs of Buganda Kings at Kasubi(Uganda) (C 1022)</p>	<p><b><u>State of Conservation Report</u></b></p> <p>The World Heritage Centre and the Advisory Bodies also note that a draft Master Plan for the property has been drawn up. Based on the recommendations made by the 2011 mission, they reiterate the need for this Plan to address wider issues than the restoration project, such as urban encroachment and unregulated urban development that can pose additional threats to the property, and the need for the Plan to include appropriate regulations, guidelines, and a work plan and timeframe for its implementation. They also suggest that the Committee request that this Plan be submitted for review.</p> <p><b><u>Committee Decision</u></b></p> <p>7. Also notes the progress made with the development by the Buganda Kingdom, in consultation with the Government, of a phased draft Master Plan for the reconstruction and conservation of the entire property;</p> <p>8. Reiterates the need for the Master Plan to address wider issues than the restoration project, such as urban encroachment and unregulated urban development that can pose additional threats to the property, and to include appropriate regulations, guidelines and a work plan and timeframe for its implementation; and requests the State Party to submit the Master Plan to the World Heritage Centre for review by the Advisory Bodies;</p>
<p><b>2012</b> 36COM 7A.18 - Tombs of Buganda Kings at Kasubi (Uganda) (C 1022)</p>	<p><b><u>State of Conservation Report</u></b></p> <p>c) Preparation of a Master Plan for the property</p> <p>The State Party reports that the Buganda Kingdom has developed a Master Plan for the reconstruction and conservation of the property. Based on the recommendations made by the World Heritage Centre, the process is to be revised and a work plan developed for implementation. No timeframe was mentioned as to when this process is expected to be concluded.</p> <p>The mission reported that discussions with the National Technical Team were carried out on the concepts and contents of what the</p>

	<p>Master Plan would entail and the link with other</p> <p><b><u>Committee Decision</u></b></p> <p><i>6. Also takes note of the results of the reactive monitoring mission to the property and encourages the State Party to implement its recommendations, in particular:</i></p> <p><i>c) Prioritize the development of the Master Plan to address critical issues such as landscape management, urban pressure, enforcement of regulatory measures and increased collaboration between the different levels of authority and stakeholders,</i></p>
<p><b>2011</b> 35COM 8C.2 - Establishment of the World Heritage List in Danger (Retained Properties)</p>	<p><b><u>State of Conservation Report</u></b></p> <p>The World Heritage Centre and the Advisory Bodies consider that there needs to be a declared commitment from the State Party not to sell off part of the property for commercial development, and furthermore to ensure the conservation of the farmland as an attribute of the Outstanding Universal Value. They also stress the need for the Master Plan to address the need to protect the integrity of the whole property and for this to be developed as soon as possible.</p> <p><b><u>Committee Decision</u></b></p> <p><i>8. Further notes the decision by the Baganda Kingdom to halt plans for developing 40 acres of the property, which could have impacted irreversibly on the Outstanding Universal Value of the property and also urges the State Party to put in place strong protection mechanisms for the property as a whole <u>to ensure that the farmland is not developed</u>;</i></p> <p><i>9. Adopts the following <b>Desired state of conservation</b> for the removal of the property from the World Heritage List in Danger:</i></p> <p><i>d) Conservation of the key attributes of the overall property, including fences and boundary trees, and the removal of inappropriate buildings,</i></p> <p><i>e) Management structures in place to ensure that the custodians and craftsmen have appropriate living and working conditions,</i></p> <p><i>f) Adoption of an overall Master Plan for the property;</i></p> <p><i>10. Also adopts the following <b>corrective measures</b> and timetable, in order to restore the integrity and authenticity of the property, following the destruction of the Muzibu-Mzaala-Mpanga, and meet the Desired state of conservation:</i></p> <p><i>c) Prepare a Master Plan for the overall property for the phased removal of inappropriate buildings, the restoration of other buildings and the reinstatement of fences and boundary trees – June 2012,</i></p>
<p><b>2010</b> 34COM 8E - Adoption of retrospective Statements of</p>	<p><b><u>Integrity (2010)</u></b></p> <p><i>The boundary of the land on which the tombs are located is clearly marked with the traditional bark cloth tree (Ficus sp.) and coincides</i></p>



<p>Outstanding Universal Value</p>	<p><i>with the 1882 traditional boundary. The live markers have been useful in keeping away land encroachers for housing construction and other developments, thus maintaining the original land size. The architectural palace design that comprise of the placement of the buildings, and tombs/ grave yards of members of the royal family around the Muzibu-Azaala-Mpanga reflecting the traditional palace structure is still being maintained in its original ensemble. Although the recent fire tragedy, that destroyed the main tomb building, means that one key attribute is now missing, the cultural traditions associated with building in poles, spear grass, reeds and wattle are still vibrant and will allow the recreation of this tomb building.</i></p> <p><i>The other traditional structures are still in place and the key attributes related to traditional ceremonial and religious practices and land tenure and land use practices are still being maintained.</i></p> <p><b>Authenticity (2010)</b></p> <p><i>The authenticity of the Tombs of the Kings of Buganda at Kasubi is reflected in the continuity of the traditional and cultural practices that are associated with the site. The original burial system of the Kabakas of Buganda is still being maintained. The placement of Muzibu-Azaala-Mpanga in the middle of other buildings around the large central courtyard (Olugya), with a forecourt containing the drum house and entry gate house, are a typical ensemble of the Buganda Kingdom palace. The practice of using grass thatched roof resting on structural rings of palm tree fronds is still being maintained as well as the internal elements and finishing materials such as the long wooden poles wrapped in bark cloth decoration. Although the authenticity of the site has been weakened by the loss to the fire of the main tomb structure, the building's traditional architectural craftsmanship and the required skills are still available to allow it to be recreated. This factor, coupled with the extensive documentation of the building, will allow an authentic renewal of this key attribute.</i></p>
--	---

## **Annex 2: Charter of Cultural Tourism Applicable in *Kasubi* Cultural Tourism Development**

ICOMOS aims to encourage the safeguard and to ensure the conservation and promotion of monuments and sites - that privileged part of the human heritage. In this capacity, it feels directly concerned by the effects - both positive and negative - on said heritage due to the extremely strong development of tourist activities in the world.

### **BASIC POSITION**

1. Tourism is an irreversible social, human, economic and cultural fact. Its influence in the sphere of monuments and sites is particularly important and can but increase because of the known conditions of that activity's development.
2. Looked at in the perspective of the next twenty-five years, in the context of the phenomena of expansion which may have heavy consequences and which confront the human race, tourism appears to be one of the phenomena likely to exert a most significant influence on Man's environment in general and on monuments and sites in particular. In order to remain bearable this influence must be carefully studied, and at all levels be the object of a concerted and effective policy. Without claiming to meet this need in all its aspects, the present approach which is limited to cultural tourism constitutes, it is believed, a positive element in the global solution which is required.
3. Cultural tourism is that form of tourism whose object is, among other aims, the discovery of monuments and sites. It exerts on these last a very positive effect insofar as it contributes - to satisfy its own ends - to their maintenance and protection. This form of tourism justifies in fact the efforts which said maintenance and protection demand of the human community because of the socio-cultural and economic benefits which they bestow on all the populations concerned.
4. Whatever, however, may be its motivations and the ensuing benefits, cultural tourism cannot be considered separately from the negative, despoiling or destructive effects which the massive and uncontrolled use of monuments and sites entails. The respect of the latter, just like the elementary wish to maintain them in a state fit to allow them to play their role as elements of touristic attraction and of cultural education, implies the definition and implementation of acceptable standards.

### Annex 3: Trails Master Plan Design Guidelines Matrix

TRAIL GUIDELINES	NOTES	TYPE A Urban / Suburban	TYPE B Rural	TYPE C Primitive	TYPE D Pathway	TYPE D Special Pathway
<b>Tread Width</b>	1	8' - 10'	6' - 8'	2' or >	10' - 12'	10' - 12'
<b>Easement Width</b>	2, 3, 6	12' - 20'	15' - 20'	25' - 50' >	10' - 15'	15' - 20'
<b>Function</b>		Recreation/ Transportation	Recreation/ Transportation	Remote Recreation	Transportation/ Limited Recreation	Transportation/ Limited Recreation
<b>Grade Cross Slope</b>	4, 5	<10% 3-5%	<15% 5-8%	<30% 8-10%	< 15% 1-2%	< 15% 1-2%
<b>Surface Material</b>	7	Binding Agent	Binding Agent or Suitable Native Soil	Suitable Native Soil	Binding Agent	Binding Agent
<b>Anticipated User Volume</b>		High	Medium	Med - Low	High	High
<b>Horizontal Clearance</b>		2' Beyond Tread Edge; Min. Height 3	2' Beyond Tread Edge; Min. Height 3	1' Beyond Tread Edge; Min. Height 3'	At Edge	At Edge
<b>Vertical Clearance</b>		12'	12'	12'	12'	12'

#### Notes:

- 1) Tread width within the \*optimum range will be based on site specific conditions.
- 2) Easement width within the \*optimum range will be dependant on topographical or environmental conditions, i.e. steep slope, rugged terrain, rock outcroppings, or sensitive biological resources or habitat will require the maximum easement width.
- 3) The \*optimum easement width for any class of trail identified as "Regional" is 20' - 50' and 10'-12' tread width.
- 4) These are \*optimum grade ranges. The following additional criteria can be applied to Type A and B trails if warranted by site conditions.  
 Ideal: 0% - 5%  
 Acceptable: Average running grade of 10% or less, for distances over 200 feet  
 Acceptable: Average running grade of 15% or less, for distances under 200 feet  
 Acceptable: Average running grade of 20% or less, for distances under 100 feet  
 Sufficient switchbacks should be provided to avoid excessive grades

Type C trails may exceed 20% grade due to existing conditions or environmental constraints but for running grades of only brief distances.

5) Pathway grade follows road grade.

6) Pathways are trails within road right-of-way. The minimum width specified corresponds to the current minimum parkway/"pathway" width in the County Public Road Standards. Depending on the discretionary project being contemplated, an additional 5 feet of road right-of-way may be required, thus providing a total width of 15 feet for pathway / parkway purposes. Optimal pathways have vertical separation from the roadway, but implementation is often limited road right-of way widths, topographic conditions, and increased construction cost. If guard rails are required, additional right-of-way may also be required to provide a 10-foot minimum clear, unobstructed pathway.

7) Surface material shall consist of at least 4 inches of disintegrated granite compacted to 90%. Native soil may be used in lieu of disintegrated granite if it can be demonstrated to have equivalent or better characteristics for such application.

\*"**Optimum**" means the best or most favourable condition for a particular trail situation from the perspective of responsible management

