

**REPORT ON THE JOINT UNESCO/ICOMOS REACTIVE
MONITORING MISSION TO THE TOMBS OF BUGANDA KINGS AT
KASUBI WORLD HERITAGE PROPERTY (C. 1022), UGANDA
FROM 12 TO 14 JUNE 2023**



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LIST OF ABBREVIATIONS

- **BHTB:** Buganda Heritage Tourism Board
- **CRAterre:** International Centre for Earthen Architecture
- **DSOCR:** Desired state of conservation for the removal of the property from the List of World Heritage in Danger
- **HUL:** Historic Urban Landscape
- **ICOMOS:** International Council on Monuments and Sites
- **ICCROM:** International Centre for the Study of the Preservation and Restoration of Cultural Property
- **KCCA:** Kampala Capital City Authority
- **KPDP:** Kampala Physical Development Plan
- **NTC:** National Technical Committee
- **OUV:** Outstanding Universal Value
- **RSOUV:** Retrospective Statement of Outstanding Universal Value
- **UNATCOM:** Uganda National Commission for UNESCO
- **UNESCO:** United Nations Educational, Scientific and Cultural Organization

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The joint UNESCO World Heritage Centre/ICOMOS Reactive Monitoring mission to the Tombs of Buganda Kings at Kasubi World Heritage property took place in Kampala, Uganda from 11 to 14 June 2023.

The mission team was able to assess the state of conservation of the World Heritage property, in particular the progress made by the State Party of Uganda in achieving the Desired state of conservation for the removal of the property from the World Heritage List in Danger (DSOCR), as well as the status and progress of the restoration of the Bujjabukula Gate House and the reconstruction of the Muzibu Azaala Mpanga, so as to establish if the conditions for the removal of the property from the List in Danger have been met.

Based on the documentation provided, the visit to the World Heritage property and its buffer zone, and the discussions held with various stakeholders involved in the reconstruction process as well as in the management and preservation of the site, the mission concludes that the corrective measures to achieve a Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) have been sufficiently completed to allow the mission to conclude that the DSOCR is now met.

This does not mean that the state of conservation of the property or its protection and management is ideal. Much work is required to continue to improve the property's state of conservation and its preservation and presentation.

The State Party is encouraged to implement urgent short-term maintenance actions, specifically completing risk protection measures, the repair of the courtyard landscaping, removal of temporary fences, installation of the courtyard reed fence and in the process mitigating the negative visual impact of the firefighting equipment installed in the courtyard. The decoration of the interior of the Muzibu Azaala Mpanga should continue unabated and with speed, while observing all prescribed traditional and appropriate rituals and customs. The mission recommends that all these actions all be undertaken before the property is opened to visits from the public.

The State Party is in the process of upgrading the management plan for the property. This is an opportunity to transition from managing a 'closed' property undergoing a process of reconstruction to managing a dynamic living and open property. This means that the updating of the management plan should be seen as an opportunity to set out an appropriate management system, internalize disaster risk management into the management plan, align the management plan with the extent master plan and harmonize it with the buffer zone guidelines currently under development. Tourism management should be one of the cornerstones of the new management plan and maximum carrying capacities should be developed urgently.

This report contains many recommendations to the State Party, the most important of which are:

State of conservation

- Implement short term conservation and maintenance actions specifically at to the courtyard, its landscaping and its enclosure by reed fence and the “Enyumba za Balongo”;
- Complete with urgency the decoration of the interior of the Muzibu Azaala Mpanga while fully observing all rituals and customs;
- Implement measures to ensure the long-term sustainable availability of human, financial, and material resources, specifically spear grass, for the long-term maintenance of the property;
- Plan for longer-term restoration work to the other structures in the property as outlined in the Master Plan (2018-2028) as part of an updated management and master plan.

Risk Prevention Strategy

- Ensure a maintenance contract for the firefighting system is entered into;
- Implement regular disaster risk training with specific focus on firefighting;

- Always ensure that two trained fire marshals are present at the property;
- Enter discussions with the Kampala Capital City Authority to identify a location outside the property for the construction of a neighbourhood fire station;
- Plan for allocated budgets and install a pump to the borehole as water source for the firefighting system and provide electrical generator as backup power for the firefighting system.

Protection and management

- Continue the process of updating the management plan ensuring that knowledge and expertise and communication and coordination structures developed during the reconstruction process are embedded in an updated management system;
- Translate the corrective measures defined for the removal of the property from the World Heritage listing danger into management actions to be implemented continuously for the protection and management of the tangible and intangible attributes of the property;
- Ensure the adoption by the Kampala Capital City Authority of guidelines for the buffer zone and wider setting once complete;
- Harmonize the new management plan with the Master Plan (2018-2028) and buffer zone development guidelines currently under development;

Presentation

- Develop and implement a tourism management plan for the property before it is opened for visits by the general public.

The mission concluded that the reduced level of threats to the property may warrant the property being removed from the List of World Heritage in Danger.

1 BACKGROUND TO THE MISSION

The Tombs of Buganda Kings at Kasubi World Heritage property (C. 1022) was inscribed on the World Heritage List in 2001 under criteria (i), (iii), (iv) and (vi) ([Decision 25 COM X.A](#)). At the time of inscription, the ICOMOS evaluation noted that, amongst others:

The site suffers badly from rain, drainage problems, and termites, with a constant threat of fire. Most of the smaller buildings show deficiencies. Of their unsightly and untraditional galvanized metal roofs, most leak. One building burnt down in 1998 has been rebuilt but is without a thatch roof for lack of funds. The Muzibu Azaala Mpanga is structurally in good order but major thatching works are necessary; too much repair work has been done as emergency... ([ICOMOS Evaluation, 2001](#)).

On 16 March 2010, a fire razed the main tomb located in the property, the Muzibu Azaala Mapanga, to the ground. Directly following news of the fire the Director-General of UNESCO dispatched a mission in April 2010 led by the World Heritage Centre and including experts from the African World Heritage Fund and CRATerre-ENSAG to the property, which resulted in the [Report on the WHC Mission to Tombs of Buganda Kings at Kasubi, 22-26 August 2011](#). This was quickly followed by a [joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission to Tombs of Buganda Kings at Kasubi, 8-11 November 2010](#).

The property was inscribed on the List of World Heritage in Danger by the World Heritage Committee in 2010 ([Decision 34 COM 7B.53](#)) considering that: “with the unfortunate destruction of the Muzibu Azaala Mpanga, the property faces a serious deterioration of its architectural components and therefore meets the criteria for inscription on the List of World Heritage in Danger as defined in Paragraph 179 of the *Operational Guidelines*.”([Decision 34 COM 7B.53](#)).

The Committee agreed to consider the proposed reconstruction of the Muzibu Azaala Mpanga but only if the new structure was based on authenticity in design, materials, and techniques as well as continuing use, and thus could be seen to reflect the continuity of living cultural traditions that were acknowledged in the SoOUV as being exceptional representations of African culture.

At the same meeting the World Heritage Committee adopted a Retrospective Statement of Outstanding Universal Value (RSOUV) for the property ([Decision 34 COM 8E](#), Refer to Annex A for the RSOUV).

It is inscribed under the following criteria:

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

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

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

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

A Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) and associated Corrective Measures were developed by the 2010 [joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission](#) in collaboration with the State Party. Consequently, the State Party developed a *Reconstruction Strategy* in collaboration with the World Heritage Centre and the Advisory Bodies. The World Heritage Committee in 2011 welcomed the

Reconstruction Strategy and adopted the prepared DSOCR and Corrective Measures ([Decision 35 COM 7A.17](#), Refer to Annex B for the adopted DSOCR and Corrective Measures).

The World Heritage Committee has subsequently examined the State of Conservation by the World Heritage Committee in [Decision 36 COM 7A.18](#) (2012), [Decision 37 COM 7A.21](#) (2013), [Decision 38 COM 7A.26](#) (2014), [Decision 39 COM 7A.23](#), (2015), [Decision 40 COM 8C.2](#) (2016), [Decision 41 COM 7A.31](#) (2017), [Decision 42 COM 7A.16](#) (2018), [Decision 43 COM 7A.56](#) (2019) and [Decision 44 COM 7A.4](#) (2021).

Various missions have visited and assessed the property since the adoption of the DSOCR and Corrective Measures:

Date	Report title
2010	Report on the Joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission to Tombs of Buganda Kings at Kasubi, 8-11 November 2010
2011	Report on the WHC Mission to Tombs of Buganda Kings at Kasubi, 22-26 August 2011
2012	Report on the Joint ICOMOS/ICCROM Reactive Monitoring Mission Tombs of Buganda Kings at Kasubi (Uganda), 2-5 April 2012
2014	UNESCO/CRAterre Evaluation Mission 2 on the Reconstruction of Muzibu-Azaala-Mpanga, Tombs of Buganda Kings at Kasubi, 3-13 July 2014
2014	Concise Report on the ICOMOS Advisory Mission to Tombs of Buganda Kings at Kasubi, 12-15 May 2014
2014	UNESCO/CRAterre Evaluation Mission 1 on the Reconstruction of Muzibu-Azaala-Mpanga, Tombs of Buganda Kings at Kasubi, 9-23 May 2014
2015	Report on the Joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission to Tombs of the Buganda Kings at Kasubi (Republic of Uganda), 4-6 February 2015
2015	UNESCO/CRAterre Evaluation Mission 3 on the Reconstruction of Muzibu-Azaala-Mpanga, Tombs of Buganda Kings at Kasubi, 25 November - 5 December 2015

Table 1. Overview of past mission reports to the Tombs of Buganda Kings at Kasubi World Heritage property since the fire of 2010.

The reconstruction efforts have been supported through six (6) approved International Assistance requests to an amount of USD 240,363. Extra-budgetary funds allocated to the reconstruction and achievement of a desired state of conservation are:

- 2011-2012: USD 68,365 from the Japanese Funds-in-Trust for an Expert Appraisal Mission;
- 2013-2016 and 2019-2020: USD 650,000 from the Japanese Funds-in-Trust for the project: Technical and financial assistance for the reconstruction of Muzibu-Azaala-Mpanga, architectural masterpiece of the Tombs of Buganda Kings at Kasubi, Uganda, World Heritage property in Danger;
- 2017: USD 4,300 from the World Heritage Fund for ICOMOS advisory consultancy for the finalization of the elaboration of the Master Plan; USD 75,000 from Emergency assistance for installation of fire-fighting equipment; USD 30,000 from the Heritage Emergency Fund;
- 2021: USD 100,000 in 2021-2022 through UNESCO/Government of Norway cooperation.

At its 44th session in Fuzhou, China (Online 2021), the World Heritage Committee requested the State Party of Uganda to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the Tombs of Buganda Kings of Kasubi World Heritage property “to review the current state of conservation and evaluate whether the conditions for the removal of the property from the List of World Heritage in Danger have been met” ([Decision 44 COM 7A.4](#)).

In response to the letter of invitation by the State Party dated 14 April 2023, this joint World Heritage Centre/ICOMOS Reactive Monitoring mission visited the property from 11-14 June 2023. The mission was tasked with the review of the state of conservation of the property by undertaking site visits to:

- The Tombs of Buganda Kings at Kasubi World Heritage property,
- The buffer zone of the Tombs of Buganda Kings at Kasubi World Heritage property, especially Masiro and Hoima Roads.

The mission also held meetings with the relevant national and local authorities of the Government of Uganda, and other relevant stakeholders.

Refer to:

- Annex C for the Terms of Reference for the mission.
- Annex D for the mission programme.
- Annex F for list of people and organizations engaged in during the mission.

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

2.1 National Legislation

The State Party of Uganda on 27 April 2023 adopted new heritage protection legislation: the 2023 Museums and Monuments Act. A key objective of the act (Article 2b) is to “give effect to the 1972 Convention concerning the Protection of the World Cultural and Natural Heritage”, effectively domesticating the World Heritage Convention and the Operational Guidelines into the national legislative system of the country.

The rules and regulations for the implementation of the 2023 Museums and Monuments Act still need to be developed.

Until such time, the property remains as a protected site under Statutory Instrument No. 163 of 1972 and under Historical Monument Act (Act 22 of 1967). This legal status was further strengthened by the [National Constitution](#) (1995) which states under objective XXV that: “The State and Citizens shall endeavour to preserve and protect and generally promote the culture of preservation of public property and Uganda’s heritage”.

The 1967 Historical Monument Act protects the Kasubi Tombs from residential encroachment or any other purpose inconsistent with its character. The land that hosts the Tombs is titled under the Land Act (1998). The land title is registered in trust of the *Kabaka* (King) on behalf of the Buganda Kingdom.

2.2 Institutional Framework

The daily management of the property falls under the responsibility of the Buganda Heritage Tourism Board (BHTB) of the Buganda Kingdom, assisted by the Department of Museums and Monuments of the Republic of Uganda (which falls under the Ministry of Tourism, Wildlife and Antiquity). The *Katikiro* is traditionally responsible for the day-to-day management of the site. A site manager from the Department of Museums and Monuments supports the management and monitoring of the state of conservation of the property.

Following the destruction of the Muzibu Azaala Mpanga, a *Reconstruction Committee* was established to coordinate its reconstruction. A *National Technical Committee* (NTC) consisting of representatives from the State Party, the Buganda Kingdom, the UNATCOM and the architect in charge of the reconstruction was established to coordinate multilateral efforts to reach a desired state of conservation for the property. The NTC is chaired by the Permanent Secretary of the Ministry of Tourism, Wildlife and Antiquities. The original intention was for the NTC and the Reconstruction Committee to be disbanded once the reconstruction of the Muzibu Azaala Mpanga was completed and the desired state of conservation for the property reached.

The property is inhabited by the widows of the Kings (*Nnalinyas*), guards and the thatchers, who permanently stay on site, do the monitoring and inform the principle *Nnalinyya* (the chief traditional custodian of the sacred tombs site) when problems occur, or when maintenance or repairs are needed.

Current organisation Chart

Kasubi Tombs

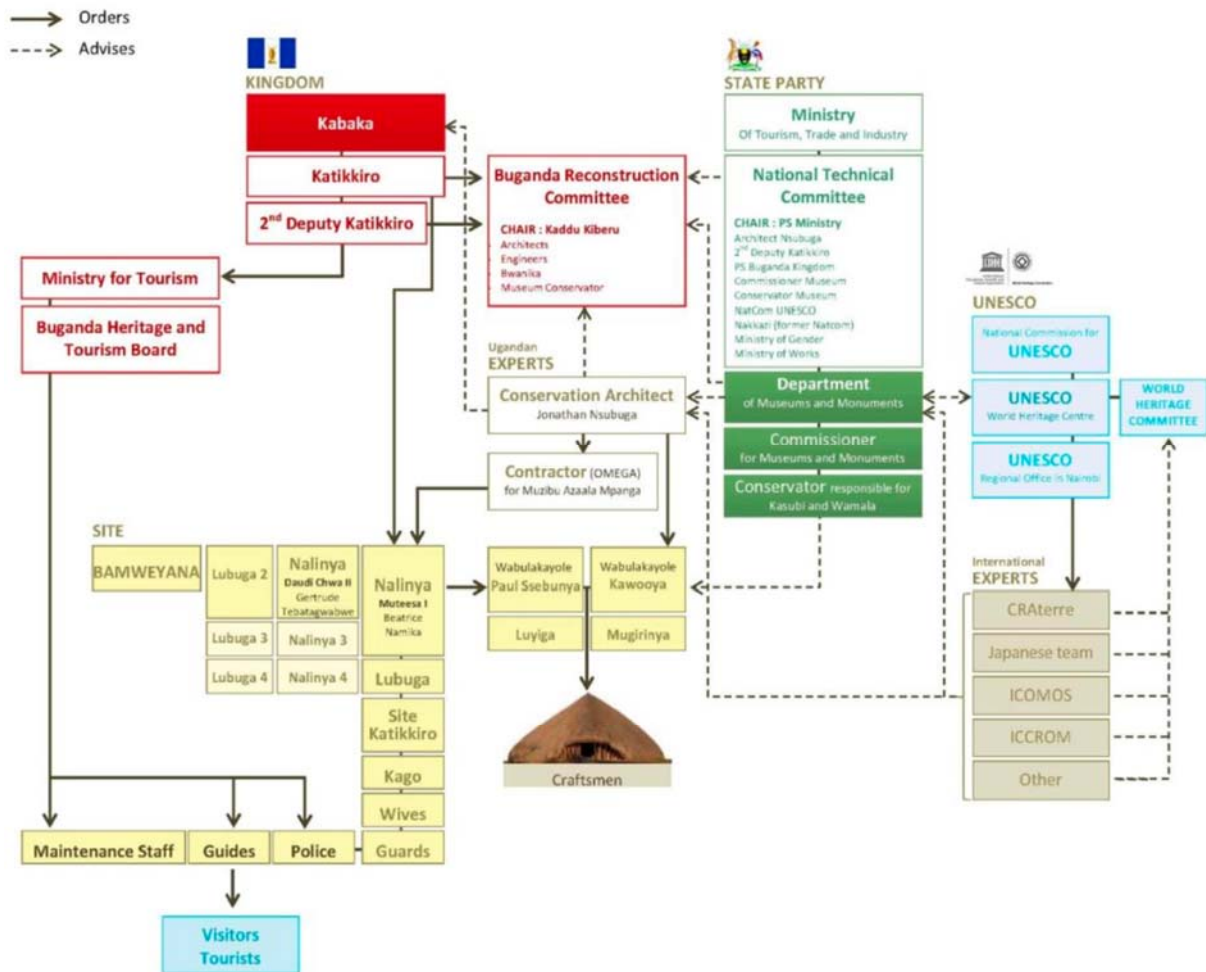


Figure 1. The management structure of the Tombs of the Buganda Kings at Kasubi World Heritage property (from the 2017-2023 Management Plan)

2.3 Management Structure

The property management is coordinated on the basis of a Management Plan (2017-2023). An revised Management Plan (2024-2030) is foreseen in the current Management Plan. A Disaster Risk Management Plan (2020-2025) was completed through support from the UNESCO Heritage Emergency Fund.

The State Party, in collaboration with the Advisory Bodies developed a Master Plan (2018-2028), which includes an action plan for its implementation. The Master Plan was welcomed by the World Heritage Committee in [Decision 42 COM 7A.16](#) and [Decision 44 COM 7A.4](#). The Committee in its [Decision 44 COM 7A.4](#) requested that the State Party: "...implement the Master Plan and amend the Kampala Physical Development Plan to align it with the property's Master Plan and buffer zone development guidelines, once the latter have been completed and reviewed by the Advisory Bodies".

The property is protected by a buffer zone, which is in a dynamic urban environment. To ensure the proper functioning of the buffer zone, the Committee, in that same [Decision](#) also requested that the State Party to develop guidelines for the property's buffer zone, recommending that the State Party

engage the World Heritage Centre and Advisory Bodies in such a process, and be guided by the approach carried by the Recommendation on the Historic Urban Landscape (2011).

The State Party and the Buganda Kingdom are at the time of the mission in the process of reviewing and updating the Management Plan.

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

The State Party is signatory to the 2003 Convention for the Safeguarding of the Intangible Cultural Heritage and has six elements inscribed on the Intangible heritage. One of these is the [Barkcloth making in Uganda](#), which was inscribed in 2008 (Decision 3.COM). This practice is an ancient craft of the Baganda people. Craftsmen of the Ngonge clan have been manufacturing barkcloth for the Baganda royal family and the rest of the community.

Bark-cloth production is directly associated with the Tombs of Buganda Kings at Kasubi, where the custodian wear bark-cloth as part of their traditional garb. Barkcloth is used in the architectural decoration of the Mazibu Azaala Mpanga, specifically in covering the posts that carry the roof and in creating the curtain that shield the burial places of the Kabakas. Barkcloth trees (*Ficus natalensis*) historically demarcate the boundaries of the Tombs of Buganda Kings at Kasubi.

The State Party is not signatory to the:

- 1954 *Convention for the Protection of Cultural Property in the Event of Armed Conflict*;
- 1970 *Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property*
- The State Party of Uganda has ratified the 2005 *Convention on the Protection and Promotion of the Diversity of Cultural Expressions*.

3 MISSION REPORT TO THE TERMS OF REFERENCE

The joint UNESCO/ICOMOS Reactive Monitoring mission was tasked with a clear terms of reference which forms the structure of this chapter of this report.

Over and above the specific items listed as terms for the mission, it was also tasked to hold meetings with the relevant national and local authorities of the Government of Uganda, and other relevant stakeholders, including, as stated in the Terms of Reference:

- Buganda Kingdom
 - Women who live on the site;
 - *Katikiro* (owners/custodians of the site);
 - *Bataka* (neighbours of the site)
- Local Council (Local Council I)
- Central Government
 - Ministry of Tourism, Wildlife and Antiquities
 - Kampala City Authorities”

The mission programme included meetings with the custodians on the site and engaged the local Katikiro, who is traditionally responsible for the day-to-day management of the site. A plenary meeting was held with the neighbours on 14 June 2023. The mission was facilitated and accompanied by representative of the Ministry of Tourism, Wildlife and Antiquities in the persons of the Commissioner Museums and Monuments and the site manager, amongst others and met with Planning Officers from the Kampala Capital City Authority (KCCA).

3.1 Assessment of the status and progress of the reconstruction and restoration of the Bujjabukula (gate house)

Background

The 2015 Reactive Monitoring mission to the property identified the need for restoration of the Bujjabukula. The State Party in 2018 requested assistance from the Cultural / Conservation & Management fund of the International Assistance programme under the World Heritage Fund. The Ministry of Tourism, Wildlife and Antiquities developed plans for the restoration of the Bujjabukula, assisted by CRAterre and through engagement with ICOMOS in the form of technical reviews and meetings. The restoration project aimed at the maintenance of as much as possible extant fabric of the structure, including masonry and cement floor and timber elements. The restoration started in 2020 and was officially inaugurated on 12 June 2023. The State Party has compiled photo-documentation of the restoration process and in its final narrative report indicates that 13 artisans participated in the project. The Department of Museums and Monuments have reportedly developed conservation matrix /workplan for monitoring and supervision visits of the building, but the mission has not seen this. The restoration of the Bujjabukula also enabled the elaboration of a booklet titled [*Introduction Guide to the Preservation of Traditional Thatching of the Buganda Community of Uganda*](#) (Moriset, S., CRAterre, Nairobi: UNESCO), which was published in 2021.

Assessment

The Bujjabukula restoration is completed. The mission assessed the structure, which now also includes carefully positioned heat sensors as part of the firefighting system. The restoration project clearly benefitted from the experience and revived traditional building practices established through the reconstruction of the Muzibu Azaala Mpanga.

The traditional guardians who occupy the gate house indicated to the mission that they were pleased with the restoration.

On inspection, and in discussion with the architect for the reconstruction of the Muzibu Azaala Mpanga, the mission team identified that the two open fireplaces in the Bujjabukula (a traditional and very necessary element) should be augmented with screens to ensure that sparks cannot reach the reed ceiling of the building.

Conclusions and recommendations

The State Party has successfully completed the Bujjabukkala restoration to very high level of authenticity in craftsmanship and, in so doing, safeguarded an important attribute of the property. It has also further advanced the knowledge of the traditional Ganda construction technologies through the careful documentation of the systematic deconstruction of the structure as part of the restoration process.

The mission recommends that:

- The two open fireplaces in the Bujjabukula (a traditional and very necessary element) be augmented with metal screens to ensure that sparks cannot reach the reed ceiling of the building;
- The regular monitoring and supervision visits to the building be incorporated into the updated Management Plan and an associated action plan for the property.

The mission concludes that the restoration of the Bujjabukula has been completed successfully.

3.2 Assessment of the progress made to implement the Committee's Decision 42 COM 7A.16 that requested the development of guidelines for the property's buffer zone to assess and align the development of the buffer zone with the OUV of the property, using, if necessary, the approach carried by the Recommendation on the Historic Urban Landscape (2011)

Background

The buffer zone of the property is essential to the maintenance of the setting of the property. The Nomination Dossier submitted by the State Party at the time of inscription states that:

In relation to location and setting, again the site can be said to have a high authenticity. Although the urban areas of Kampala have crept up to the borders of the site, its size and its location on a hillside ensures that it is buffered from the surrounding urban environment. In addition, the urban growth has been kept to a low density with low building heights leaving the site undisturbed. The impression from inside the site is of being within a rural environment, although views of modern Kampala can be seen off in the distance. ([Nomination Dossier](#), 2001, p. 8).

The State Party in its nomination of the property further noted that:

... at the time of the writing of this nomination file, a buffer zone ringing the site at 250 meters is being considered by the Town Council. This buffer zone would limit construction to 2 storeys (1 ground storey plus one additional storey) with roof heights not exceeding 8 meters for pitched roofs and 6 meters for flat roofs. Uses for this zone would be limited to residential, small commercial, or other uses which are not inconsistent with the character of the Kasubi Tombs site. To the east of the site, the impact of the buffer zone would be limited because the site looks out over a large valley and the sides of the surrounding hills. There are already numerous large modern constructions within view of the site in this direction (in fact, much of Kampala can be seen). It was felt however, that this zone would at least protect the area immediately bordering the eastern boundary. On the northern and western sides, this 250 meter buffer zone would definitely protect the site from inappropriately large constructions which would have a tremendous impact on the most sensitive part of the site, the main tomb area. ([Nomination Dossier](#), 2001, pp. 21–22).

To date, no guidelines for the buffer zone have yet been adopted by the City of Kampala. In 2012, the KCCA adopted the [Kampala Physical Development Plan](#) (KPDP), which designates the property as a 'Cultural and Historical Reserve' with the larger area around it as 'Inner City residential Zone.' In this plan, Hoima Road, which forms one of the boundaries of the property (the 'lower' boundary) is identified as a 'Main Urban Road with BRT [bus rapid transit system]'. A portion of the buffer zone is identified as 'slum' in the KPDP ([Kampala Capital City Authority, Updating Kampala Structure Plan and Upgrading the Kampala GIS Unit Draft Final Report September 2012](#), p. 301).

The World Heritage Committee has repeatedly in Decisions [42 COM 7A.16](#) (2018), [43 COM 7A.56](#) (2019) and [44 COM 7A.4](#) (2021) requested the State Party to develop guidelines for the buffer zone. In Decision [44 COM 7A.4](#), the Committee:

... recommends the State Party to engage with the World Heritage Centre and Advisory Bodies in this process, guided by the approach carried by the Recommendation on the Historic Urban Landscape (2011), as well as encourages the State Party to mobilize funds (through International Assistance for example) to facilitate the activity and submit the completed guidelines to the World Heritage Centre for review by the Advisory Bodies.

A project aiming at promoting the application of the Recommendation on the Historic Urban Landscape (HUL) to safeguard heritage in African contexts was developed by the World Heritage Centre in 2022 with financial support from the Government of Norway and using the Tombs of Buganda Kings at Kasubi as case study:

- The project intends to develop guidelines, through the HUL approach, to improve the integration and continuity of the World Heritage property within the buffer zone and its outer urban context (i.e. wider setting)
- An online workshop was held on 16 December 2022, which provided an opportunity for local actors to get a better understanding of the HUL approach, and for the international team in charge of implementing the project to get a better overview of the context around the Tombs of Buganda Kings.
- An international team of four experts was commissioned by the World Heritage Centre to visit the property and its buffer zone from 7 to 12 May 2023 for data gathering with a view to producing guidelines, and to sensitize local stakeholders on World Heritage processes, challenges and issues, in particular with regard to the Tombs of Buganda Kings at Kasubi as a World Heritage site in danger.
- The international team was, at the time of preparing the present report, finalizing the guidelines.

The State Party request for international assistance (ID: 3417, [Developing guidelines for the conservation of the Tombs of Buganda Kings at Kasubi and its buffer zone](#)) was approved on 1 June 2023.

Assessment

The initiation of a process for developing guidelines for the buffer zone should be welcomed. The Reactive Monitoring mission team on inspection visit to the buffer zone identified numerous construction sites and completed buildings that exceed the 2-storey limit identified by the State Party at the time of inscription. This does not in all instances mean that these structures will impact adversely on the property, but they might create a precedent that could lead to further morphological changes to the buffer zone, and lead to an erosion of the setting of the property and thus impact adversely on its Outstanding Universal Value (OUV). It is therefore essential that view-cone studies and 3-D topographical modelling be undertaken to establish maximum construction heights. The buffer zone inspection also highlighted the poor sanitary conditions that prevail in much of the buffer zone.

As the inspection visit of the international team of four experts commissioned by the World Heritage Centre to visit the property and its buffer zone from 7 to 12 May 2023 took place only one month before the Reactive Monitoring mission in June 2023, the subsequent buffer zone guidelines, are not yet available for assessing. This mission advises that it is important that the team developing the guidelines

for the buffer zone considers both the already-adopted Master Plan (2018-2028) for the property (the completion and adoption of which is a corrective measure towards achieving the DSOOCR), and the commitments made by the State Party at the time of nomination and also provides guidance on the processes required for adoption and implementation of the buffer zone guidelines by the Kampala Capital City Authority (KCCA).

ICOMOS in its [Evaluation](#) of the Nomination Dossier submitted by the State Party for inscription (2001) identified the need to align the buffer zone with the topography and morphology of the city. ICOMOS further highlighted the threats of development pressures and urban encroachment, general maintenance issues and the need to reconsider the property's buffer zone boundary alignment: "...so that it accords with some reality on the ground such as vegetation, topography, or street/property lines, rather than simply being a regular geometric shape" ([ICOMOS Evaluation, 2001](#)).

The process of developing buffer zone guidelines should therefore also include an assessment of the rationale for the current boundaries and whether there is a need to modify the buffer zone boundaries. If so, proposals for revised boundaries for the buffer zone should be submitted by the State Party to the World Heritage Centre for review by the Advisory Bodies and consideration by the Committee through the minor boundary modification procedure.

During its inspection of the buffer zone, the Reactive Monitoring mission team was shown places and buildings that, while located outside the boundaries of the property in both the buffer zone and the wider setting, are of high cultural significance and can be seen to support OUV. Such heritage places should be identified in the mapping processes associated with the developing buffer zone guidelines. The State Party may wish to extend formal protection to these places through the mechanisms provided by the 2023 Museums and Monuments Act. The mission also considers that the current buffer zone boundaries are located too close to the property boundary to offer it the required protection.

Recommendations and Conclusions

The development and implementation of the buffer zone guidelines are of urgent importance to ensure the maintenance of the contribution of the immediate setting of the property to its OUV and its authenticity and integrity. At the same time, they offer the opportunity to address development needs, such as improving sanitary conditions, and unlocking economic potentials, and extending conservation protection to important heritage places in the vicinity of the property.

The mission team however provides the following considerations:

- The development of the guidelines for the buffer zone should continue with as main focus the maintenance of the OUV and the authenticity and integrity of the property;
- The Master Plan (2018-2028) and the conclusions of the ICOMOS evaluation of the Nomination Dossier should be included as essential informants to the process of developing the buffer zone guidelines;
- The delineation of the buffer zone boundaries by the international team of four experts commissioned by the World Heritage Centre and the State Party should be assessed, based in part on 3-D topographical studies and view-cone analysis and consideration given to whether they need to be extended, in which case the proposed revised boundaries for the buffer zone should be submitted by the State Party to the World heritage Centre for review by the Advisory Bodies and consideration by the Committee through a Minor Boundary Modification procedure.
- The State Party may wish to extend formal protection to the tombs and places located outside the World Heritage property but associated with the tombs of Buganda Kings at Kasubi through the mechanisms provided by the 2023 Museums and Monuments Act.

3.3 Assessment of the progress made in implementing the corrective measures and establish if the conditions for removal of the property from the World Heritage List in Danger have been met

Background

The World Heritage Committee in 2011 welcomed the *Reconstruction Strategy* and adopted the prepared DSOCR and Corrective Measures (Decision 35 COM 7A.17) with a timeline for their implementation.

The State Party has in multiple instances notified the Committee that the original timeline was found to be unfeasible, in part due to the complexities of the reconstruction at this scale, which involved financial, material and human power resources.

Seven (7) corrective measures to be implemented to achieve the Desired State of conservation from Removal from the World Heritage List in Danger (DSOCR), were adopted by the World Heritage Committee in 2011 (Decision 35 COM 7A.17).

Assessment

a) Initiate a research project to document traditional building materials and techniques of Ganda tomb buildings

The restoration of the Wamaala Tombs from 2011-2013 served as a laboratory to revive Ganda craftsmanship and develop strategies for the Muzibu Azaala Mpanga. The reconstruction for the Wamaala Tombs initiated a process of research that has continued to this day. This has continued throughout the reconstruction process of the Muzibu Azaala Mpanga and the restoration of the Bujjabukula.

With the support of the International Centre for Earthen Architecture - CRAterre, and in collaboration with the World Heritage Centre, the "Introduction guide to the preservation of Traditional thatching of the Buganda community in Uganda" was published in December 2021, based in particular on the restoration of the *Bujjabukula* Gate House.

b) Reconstruct the Muzibu Azaala Mpanga and fully document the process, including details of all materials and their sources and associated ceremonies and make this material publically available

The mission had the opportunity to inspect the Muzibu Azaala Mpanga twice (on 12 and 14 June), both outside and inside, and was privileged to be welcomed through a ceremony at the Muzibu Azaala Mpanga by the *Nnalinnya* of Kasubi Royal Tombs. The mission's assignment was facilitated by the scaffolding in place in the Muzibu Azaala Mpanga while the final touches to the ceiling were being put in place. Members of the mission team could therefore observe the craftsmen of the Ngo (Leopard) clan at work.

The reconstruction is very satisfactory and is at an advanced stage. The last rings of the ceiling roof are being crafted. The work on the interior (installation of the bark cloth curtain, reinstallation of timber interior columns, restoration of podia for the Kings portraits, restoration of the graves, reinstalling of artefacts, completing the lighting installation) is to start after the appropriate rituals have been undertaken, and the trimming of the lower part of the thatch.

The mission notes that:

- Reconstructing the Muzibu Azaala Mpanga has made extreme demands on human, material and financial resources. Some work remains, particularly with regard to reinstating the power insignia of the Kings in the Muzibu Azaala Mpanga. The National Museum has a priceless inventory and clear historical documentation, including detail drawings, of the many artefacts that were housed in the tomb before the fire. It has allocated a budget and is working with the Buganda Kingdom to reproduce these artefacts, based on the historical documentation.

- The reconstruction has revived and enforced customs, rites, rituals. This is important as the RSOUV for the property states that the property’s “...main significance lies, however, in its intangible values of belief, spirituality, continuity and identity”.
- The reconstruction process has highlighted the scarcity of material resources as a factor to address for the long-term maintenance of the Tombs of Buganda Kings at Kasubi, other Ganda spiritual complexes and traditional construction techniques in Uganda.
- Apart from the Bujjabukula, three other buildings at Kasubi have been restored: the two *Balongo* (Twin houses) and the *Kajjaga* (house).
- The reconstruction process has been fully documented. The publication of an overview of the reconstruction process (*The Phoenix Rises: The rebuilding of the Kasubi Royal Tombs*) is in process. The *Introduction Guide to the Preservation of Traditional Thatching of the Buganda Community of Uganda* (Moriset, S., CRAterre, Nairobi: UNESCO) was published in 2021. A 42:40 minutes documentary entitled “The Reconstruction of Kasubi Tombs World Heritage Site” has been produced by the Ministry of Tourism, Wildlife and Antiquities, the Buganda Kingdom and the Uganda National Commission for UNESCO.
- The Muzibu Azaala Mpanga can only be completed when the Kabaka of the Buganda cut open its entrance, for which a date will need be set following the customary processes.
- The artefacts that could be salvaged from the fire are currently stored in the meeting room located near the entrance of the courtyard.

The reconstruction process has been documented by the project manager and restoration architect through:

- Periodic project reports submitted to the World Heritage Centre;
- Exhibition panels on the history of Kasubi and the Muzibu Azaala Mpanga reconstruction process, which are currently displayed in a room located in the property;
- A coffee table book entitled “Muzibu Azaala Mpanga – The Phoenix: The Rebuilding of the Kasubi Royal Tombs”, is currently under finalization for publication
- A video documentary, titled “The Reconstruction of Kasubi Tombs World Heritage Site”, has been produced by the Ministry of Wildlife, Tourism and Antiquities, the Buganda Kingdom and the Uganda National Commission for UNESCO.

The mission notes that further work remains to be done to finalise the reconstruction. Following the completion of the works, it will be of great importance to develop sustainable material resource sources and implement a continuous monitoring and maintenance process, based on, and strengthening traditional roles and systems.

The mission recommends that:

- The cutting open of the entrance of the Muzibu Azaala Mpanga by the Kabaka (king) as completion of the building should preferably be undertaken only once the key power insignia of the Kings have been replaced and the interior decoration has been completed. It is important to adhere to the customs, rites, rituals in this regard, respecting in particular customary law imposing secrecy;
- All possible effort should be made to complete the decoration of the interior of the Muzibu Azaala Mpanga as closely as possible to its state before the fire of 2010. Cooperation between the National Museum and the Buganda Kingdom should continue in this regard;
- The adopted Master Plan (2018-2028) should guide the further reconstruction of the buildings around the courtyard (*Embuga*). A first priority should be the reconstruction of the “Enyumba za Balongo”;
- The extant historical inventory and documentation of the artefacts that were located inside the Muzibu Azaala Mpanga before the fire should be digitised, and copies thereof lodged also with the Buganda Kingdom for safeguarding and to to serve research, promotion, interpretation, etc;

- Further maintenance of the Muzibu Azaala Mpanga depends to a large extent on resources: the State Party and the Buganda Kingdom should declare/ gazette areas for the cultivation of the vegetable materials, including spear grass, required for the continued maintenance;
- An action plan for regular monitoring and supervision visits to the building needs to be to be incorporated into the updated Management Plan for the property.

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

A Master Plan (2018-2028) was developed for the property, drafted jointly by the State Party, the Buganda Kingdom Administration, the Kampala Capital City Authority (KCCA), the property custodians, the Kasubi neighbourhood community and the general public, together with Makerere University Researchers, benefitting from the advice from UNESCO, ICOMOS and ICCROM. The Plan's vision is to: "...support conservation through reconstruction, renovation and restoration works and to set out a roadmap for further conservation and development of the Property" through six (6) main areas:

- a. Specific plans for reconstruction;
- b. Restoration and recovery plan;
- c. Disaster and risk management plan;
- d. Tourism and education plan;
- e. Needs of custodians;
- f. Physical development plan of the site.

It includes an action plan for the restoration of other buildings and the reinstatement of fences and boundary trees.

The World Heritage Committee welcomed the completion of the Master Plan Decision 42 COM 7A.16 and Decision 44 COM 7A.4.

The mission recommends that:

- The State Party continue to implement the Master Plan;
- The Master Plan and its action plan should be aligned with the updated Management Plan for the property.
- The Master Plan may need to be reviewed in due course to accommodate further installation of visitor infrastructure.

d) On-going implementation of the Management Plan over a two-year period

The State Party developed and has been implementing a Management Plan (2018-2023). Some actions foreseen in the plan have been delayed, in part, due to the restrictions implemented in response to the COVID-19 pandemic. The Action Plan included in the Management Plan (2018-2023) for the property makes provision for a process for the preparation of the revision of the Management Plan (2024-2030) during 2022-2023. The State Party reported to the mission that this process is underway. The mission provides recommendations on the updating the Management Plan in Chapter 4 of this report.

e) Improve the role and profile of custodians and craftsmen in relation to their knowledge of traditional practices

The custodians and craftsmen have been continuously involved in the whole reconstruction process, thus reinforcing their role and profile and ensuring continuity in the transmission of associated knowledge and know-how to the next generation. The mission was able to assess this through engaging in particular with the property's *Katikiro*, thatchers and *Nnaalinyas*. The Master Plan (2018-2028) was composed based in part on an assessment of the needs of the custodians.

- The mission recommends that the process of improving the role and profile of custodians and craftsmen should be continued as a long-term management goal for the property.

f) Develop and fully implement a disaster risk management strategy

Firefighting system

The destruction by fire of the Muzibu Azaala Mpanga in 2010 demonstrated the urgent need for an effective fire protection system of the property. A temporary fire protection system consisting of fire extinguishers was installed at the property soon after. When the second fire occurred at the property on 5 May 2020, damaging the “Enyumba za Balongo”, one of the three deity houses at the property, this fire could be contained and did not spread to the adjacent buildings due to the extant temporary firefighting equipment on site.

The permanent fire protection system was developed through a process of technical review with ICOMOS and has been installed. The fire protection system of the Muzibu Azaala Mpanga forms part of the larger fire protection systems that covers the inhabited part of the property. It includes heat sensors located discreetly against the ceiling of the Muzibu Azaala Mpanga. The design and installation of the fire protection system was funded by the Japan Funds-in-Trust.

A demonstration to test the functioning of the fire equipment was given on 12 June 2023. It allowed the mission team to witness the organization of the caretakers put in place in case of fire, and the functioning of the hose reels.

The mission team was able to inspect the equipment installed, including the fire extinguishers, fire hydrants and hose reels located inside the courtyard, the pump house, the underground water reservoir, the heat detectors inside the Bujjabukula and Muzibu Azaala Mpanga. The firefighting system has been extended to also cover other occupied areas in the property, as requested by the World Heritage Committee in Decision 44 COM 7A.4.

During the mission:

- It could be established that the completed permanent fire firefighting system with water reservoir, electrical pump and back-up diesel pump in a dedicated pumphouse was officially handed over by the contractor to the State Party on 10 May 2023.
- A presentation of the firefighting system was given on 12 June 2023 to the mission team that allowed to establish that the firefighting system is operational, and the custodians have been trained in its use.
- The mission team was informed that additional funds should be raised to augment the firefighting system further with an electricity generator as additional backup to power the firefighting system and that a fire station should preferably be constructed in the longer term in the vicinity of the property. The site management also expressed the wish to have two trained fire marshals (police or other security forces) stationed at the property on a continuous basis. There are already members of the security forces on site, who could be trained to also serve as fire marshals.
- It could be noted that the water reservoir is currently being filled from municipal mains water. A borehole, sunk before 2015, is available to serve as main water source and thereby reduce expenditure.
- The fire hydrants and hose reels located inside the courtyard, as positioned now, have a negative effect on the visual integrity of the property because of their layout, size and colour, but that this will be mitigated once the inner fence is completed, as per the approved design from the firefighting system.

The mission team recommends that:

- The efficacy of the system relies on human resources. Continuous fire training should be given to the custodians at the property, and periodic drills be undertaken.

- The State Party, the Buganda Kingdom and the Kampala Capital City Authority should enter into discussions to identify a location outside the property for the development of a neighbourhood fire station, which could serve the World Heritage property as well.
- The State Party, the Buganda Kingdom and the Kampala Capital City Authority should seek ways to ensure that there are always two fire marshals on site (either trained police/ security forces or others).
- The maximum feasible mitigation of the visual impact of the firefighting equipment installed in the courtyard should be investigated and implemented. The design that was agreed to through the technical review process should form the basis for this mitigation and the collaboration between the State Party, the Buganda Kingdom and the Kampala Capital City Authority Fire Department is essential to achieve this.
- The State Party may wish to, in consultation with the Buganda Kingdom, request further financial support from international partners to install a water pump on the extant borehole and to install an emergency electrical generator for the firefighting system.

Disaster Risk Preparedness Plan

A Disaster Risk Preparedness Plan (2021-2025) was developed and submitted to the World Heritage Centre for technical review. ICOMOS in its review (2021) made recommendations for the improvement of the Disaster Risk Preparedness Plan. The State Party in its communications with the mission noted that these points would be taken into consideration in the current update of the Management Plan, which will incorporate the Disaster Risk Preparedness Plan. The Disaster Risk Preparedness Plan includes a clear communications and response hierarchy in case of any calamity befalling the property.

- The mission recommends that the updated Management Plan, with its Disaster Risk Management component should include provisions for regular maintenance of the firefighting system and ensure that contracts to this aim are established with specialist service providers to ensure their regular maintenance.

g) Develop a capacity building strategy

The custodians and craftsmen have been continuously involved in the whole reconstruction process, thus reinforcing their capacities. The State Party specialists, the representatives of the Buganda Kingdom and other stakeholders, for instance from the KCCA, too have benefitted from close collaboration with the World Heritage Centre and the Advisory Bodies. Formal capacity building activities have been organized for the site custodians with regard to the use of the firefighting equipment. The mission team was able to witness it during a test on 12 June 2023.

Capacity building is also part of the project to implement the Recommendation on the Historic Urban Landscape as part of the project on promoting the application of the Recommendation on the Historic Urban Landscape (HUL) to safeguard heritage in African contexts.

The State Party expressed to the mission the need for training in the management of World Heritage properties.

- The mission recommends that continued knowledge transfer should become one of the primary aims of the updated Management Plan for the property.

Conclusions and recommendations

The mission concludes that the corrective measures have been substantially completed to an extent that their implementation has achieved the Desired state of conservation for removal from the World Heritage List in Danger (DSOCR). Many of these measures should now be translated into management ambitions for the property and be given a strategic place in the revision of the Management Plan as integral part of the property's management system.

3.4 Assessment of the progress made in achieving the Desired state of conservation for the removal of the property from the World Heritage List in Danger (DSOCR) for the property through the implementation of the adopted corrective measures

Background

The Desired state of conservation for the removal of the property from the List of World Heritage in Danger consisted of the following six components: each of which is assessed individually hereafter.

Assessment

a) Completion of appropriate reconstruction of the Muzibu Azaala Mpanga, including an effective and appropriate fire protection system and taking into account the results of a survey of the traditional building practices of the other Gandan tombs, and the restoration of the related buildings associated with Ganda craftsmen

The reconstruction of the Muzibu Azaala Mpanga commenced in 2013 with the completion originally intended for 2015, but is now very close to completion. The physical reconstruction process was accompanied by a parallel process involving customs, rites, rituals, some of which are governed customary rules and practices that impose secrecy.

The fire protection system is in place and functioning. The reconstruction of the Muzibu Azaala Mpanga is a monumental feat and the State Party, the Buganda Kingdom, their advisors including the Reconstruction Committee and the reconstruction architect, whose tireless dedication was essential to the project, but also especially its craftsmen, have achieved a hugely impressive result. The reconstruction of the Muzibu Azaala Mpanga has proven to be a catalyst to revive not only traditional craftsmanship but also to fortify intangible values of belief, spirituality, continuity and identity. As such it is highly successful and has achieved the safeguarding of the OUV of the property and strengthened its authenticity and integrity on both a tangible and intangible level.

The mission concludes that the reconstruction of the Muzibu Azaala Mpanga has been successfully completed, barring a limited number of interventions still to be undertaken.

b) Existence of a disaster risk management strategy including installation of an effective fire protection system for the whole of the property

The mission concludes that a disaster risk management strategy, as encapsulated in the Disaster Risk Preparedness Plan (2021-2025), and including the completion the installation of an effective fire protection system is in existence for the property. A second fire occurred at the property on 5 May 2020, damaging the “Enyumba za Balongo”, one of the three deity houses at the property. Due to the extant temporary firefighting equipment on site, this fire could be contained and did not spread to the adjacent buildings.

c) Measures in place to ensure the vitality of the property is sustained through the transfer of knowledge to future generations

All traditional caretakers have been directly involved throughout the process of rebuilding and restoring the site, thus ensuring the vitality of the property through the transfer of knowledge and the viability of traditional practices.

- The mission team had the opportunity to engage with young craftsmen from the Ngo Clan who attested to the fact that they have been the beneficiaries of knowledge transfer from their elders.
- The mission team can attest the good collaboration in place between the Buganda Kingdom (in particular the Katikiro and other functionaries and the BHTB) and the State Government (in particular the Ministry of Tourism, wildlife and antiquity and the Kampala Capital City Authority, KCCA), which also contributes to the sustainable vitality and management of the property.

- The mission noted great interest at the national level for the reconstruction process and the property in general through the level of engagement of high level functionaries with the mission as well as the level of scrutiny and attention given to the mission by the national media.

The mission concludes that the disaster that befell the property in 2010 has been turned into an opportunity to revitalise traditional knowledge and ensure its transference to future generations. This goes beyond the craftsmanship required for the reconstruction and maintenance of the Muzibu Azaala Mpanga, but also includes knowledge on ceremonies, rites and rituals. The planned manufacture of the artefacts for the Muzibu Azaala Mpanga will further stimulate transmission of knowledge. d) Conservation of the key attributes of the overall property, including fences and boundary trees, and the removal of inappropriate buildings

Both tangible and intangible attributes of the property are conserved, and the reconstruction process has served to fortify the intangible attributes of the OUV of the property.

Fences

- A 6km long masonry wall was erected on the property boundary between 2012-2015 to safeguard it from encroachment. This visual impact of the masonry wall is softened by reed screens. These are replaced on a regular basis.
- The mission was informed that the reeds are provided by the Buganda people following a request of the Kabaka and are the appropriate material for walling/ fencing for a royal enclosure.
- The detailing with which the reeds are attached to the wall may be improved to ensure the longer-term sustainable to ensure the longer-term sustainability of this cladding system.
- The interior fence intended to be placed around the courtyard is still to be repaired, but this is of vegetal material and repair and maintenance is a constant maintenance issue.

Boundary trees

- The Master Plan (2018-2028) indicates that records show that historically 120 Bark Cloth trees (*Ficus natalensis*) marked the perimeter of the property. The Master Plan foresees the planting trees 6 metres inside the property boundary. The plan proposes planting approximately 200 trees at a spacing of roughly 3 metres.
- The process of replacing lost boundary trees continues. Trees have been planted both inside and outside the boundary wall.

Removal of inappropriate buildings

- The Master Plan (2018-2028) includes an action plan for the removal of inappropriate buildings from the property. All buildings are occupied, which complicates any removal of buildings. The mission concludes that this is a process that will require long-term planning and notes that all inappropriate were present at the property at the time of inscription.

Other elements

- The Ekyoto (fire place) has been removed from the courtyard under advise from the project manager and architect and the decision of the Kabaka, because of mystical practices which would have been conducted on this spot and which were contrary to the traditions.
- The courtyard's floor and landscaping urgently needs to be repaired, in particular through:
 - The installation of a graded laterite surface (levels to the top of the concrete manholes currently affecting the visual integrity of the courtyard) with well-designed and unintrusive drainage system;
 - The reinstatement of the paved main path leading from the Bujjabukula to the Muzibu Azaala Mpanga.
- The “Enyumba za Balongo”, was damaged by fire in 2020.

The mission concludes that the key tangible attributes of the property are conserved, except for the fence around the courtyard, which is dilapidated.

The mission recommends that:

- The fence around the courtyard should be repaired with due speed and the surface of the courtyard repaired. Care should be taken to ensure this follows traditional construction techniques and is optimized to help reduce the visual impact of the firefighting installations;
- The “Enyumba za Balongo” should be repaired speedily;
- Decisions regarding the Ekyoto need to be taken in consultation with the Kabaka and the Katikiro and Nnalinya, supported by the reconstruction architect and site manager.

e) Management structures in place to ensure that the custodians and craftsmen have appropriate living and working conditions

The State Party reported to the mission that the following measures have been implemented:

- The Buganda Kingdom caters for the Custodians and the Craftsmen through provision of financial assistance; the Craftsmen were given a contract to undertake the required works.
- Mengo Hospital conducts medical treatment every Wednesday of the first week of the month to the custodians.

The guidelines currently being developed in the framework of the HUL project should help addressing the living conditions of the custodians and craftsmen and the revised management plan currently being developed should focus further on the needs of the custodians and the craftsmen.

The mission recommends that the State Party further develop management structures to ensure that the custodians and craftsmen have appropriate living and working conditions by embedding this ambition in the revised management plan.

f) Adoption of an overall Master Plan for the property

The State Party completed a Master Plan (2018-2028) for the property which was welcomed by the Committee in its Decision 42 COM 7A.16 and Decision 44 COM 7A.4. The Master Plan includes an action plan for implementation. The mission therefore considers that this aspect of the DSOCR has been achieved.

Conclusions

The mission concludes that the Desired state of conservation for removal from the property from the List in Danger has been substantially met. This does not necessarily mean that the state of conservation is excellent, but that the property can be seen as not being under threat from an ascertained danger anymore.

The State Party is to be congratulated for the work implemented thus far. More sustained work is however required to carry on improving the state of conservation of the property, and maintenance measures need to be put in place. An important condition for continued successful maintenance is the availability of human, material and financial resources.

3.5 Assessment in line with paragraph 173 of the Operational Guidelines of other relevant conservation issues that may impact the OUV of the property, including the conditions of integrity and protection and management

The management structure for the property established following the fire of 2010 was crafted to ensure coordination between all stakeholders with focus on the reconstruction of the Muzibu Azaala Mpanga. These structures did not always function optimally, as was reported by the 2015 joint UNESCO/ICOMOS/ICCROM Reactive Monitoring mission to the property. However, this mission can report that the National Technical Committee and the Reconstruction Committee have more recently

been functioning very well. The State Party has indicated that it intends, in collaboration with the Buganda Heritage and Tourism Board, to constitute a National World Heritage Committee. It is important that the National Technical Committee continue to function in either this guise or another following the completion of the reconstruction the Muzibu Azaala Mpanga. The role of this committee will also change once the property is opened to the public and visitors will need to be accommodated. Much knowledge and expertise has been accumulated about the property during the reconstruction process and the individuals involved in the reconstruction process should be retained in the National Technical Committee.

The mission recommends that the State Party:

- Reinforce the management structure, considering retaining National Technical Committee as leading body tasked with oversight of the property, and continue to establish of a National World Heritage Committee with mandate to oversee all Ugandan World Heritage properties. The State Party should consider widening the remit of such a committee to serve as a National Heritage Committee that can harness all forces, requirements and opportunities offered by all UNESCO Conventions.

Tourism

The World Heritage Committee in [Decision 41 COM 7A.31](#) (2017) requested that the State Party include a include a Tourism Management Plan in the Management Plan for the property.

The property has been closed to the public for a period of more than 10 years. It has become essential that measures are in place to accommodate visitors before the site is opened to local and foreign visitors alike.

With regards the agricultural lands, the Master Plan for the property states that:

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. (Masterplan for Kasubi Tombs 2018-2028, p. 61)

The Master Plan proposes a soil conservation programme and the use of the agricultural lands for:

- 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. (Masterplan for Kasubi Tombs 2018-2028, p. 63)

The agricultural lands should therefore form part of the visitor route for the property, as is indicated in the Master Plan. The agricultural lands could serve as space to disperse visitors while waiting to see the buildings and should be programmed into a tourism management plan.

This includes:

- Completion of the rehabilitation of the courtyard between the Bujjabukula and the Muzibu Azaala Mpanga including repair of the courtyard fence and the surface of the courtyard.
- Ticketing facilities and pricing for tourist (while visitors for spiritual reasons should be exempt from an entrance fee).
- Rest rooms and craft sales facilities.
- Interpretative signage and a predefined visitor route with directional signage.

However, the mission team recommends that it is even more important that:

- Visitor protocols are established in collaboration with the custodians;

- Timetables for visits are established that accommodate the sanctity of rites and rituals;
- Maximum carrying capacities for the site and for each individual building are developed and agreed together with implementation measures;
- Tour guides are provided with a training/induction courses before being accredited to guide visitors around the property.

The mission further recommends that:

- The updated Management Plan should contain a well-developed visitor development and management component which includes the agricultural lands and makes use of their capacity to temporarily absorb larger numbers of visitors that the courtyard area;
- The State Party in collaboration with the Buganda Heritage and Tourism Board, develop a strategy to control the communication aspect of the property, in particular through the development of a protocol, press release and photo pack, so that international and national press can promote the World Heritage property adequately before it is opened to the general public;
- A website containing information on the property, its history, its OUV and management and visitor information be created as soon as possible and preferably before the property opened to the general public.

4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

The mission has already noted that while the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) has been reached, this does not mean that the property has reached an optimal state of conservation. Continued and concerted efforts will be required to improve its state of conservation.

Conservation and maintenance should concern tangible and intangible aspects of the OUV of the property. Most urgent is the maintenance of the courtyard, which in its current state undermines the visual integrity of the property. It needs to be addressed through a sensitive landscape design based on the provision of the adopted Master Plan (2018-2028) and should consist of lateritic filling and a paved main access axis from the Bujjabukula to the Muzibu Azaala Mpanga. The agricultural lands incorporated into the property are used and continue to function in the manner for which they were created.

The mitigation of the visual impact of the firefighting structure and the development of an adequate drainage system, the possible reconstruction of the *Ekyoto*, the completion of the fence, the renewal of information signage, the harmonization of houses, as well as development of maximum carrying capacities, the training of tourist guides and the setting up of reception facilities to ensure an adequate visitors experience are next steps that need to be undertaken before the property can be opened to visitors from outside.

Recommended short term conservation and maintenance actions preceding the opening of the property to the general public:

- Undertake the landscaping of courtyard including the resurfacing with laterite filling and reinstall the main access pathway between the Bujjabukula and the Muzibu Azaala Mpanga with an adequate drainage system;
- Repair the the “Enyumba za Balongo”;
- Complete the renovation of the courtyard fence following traditional construction methods;
- Mitigate the visual impact of the firefighting structures inside the courtyard;
- Renew the onsite interpretative signage and provide directional signage for visitors.

Mid-term conservation and maintenance actions

- Finalize the revision of the management plan clearly stating the specific roles and responsibilities of each caretaker and including the disaster risk management plan as well and as a tourism management plan, and ensure that the management plan is harmonized with the adopted Master Plan (2018-2028) and the buffer zone guidelines, currently under development;
- Further consolidate the collaboration between the Buganda Kingdom, the Ministry of Tourism, Wildlife and Antiquities and the UNATCOM;
- Ensure implementation of the additional steps for the completion of the firefighting system, including funding for the acquisition of a generator and installation of a fire station;
- Ensure the sustainability of the site’s maintenance, specifically through making provision of the sustainable availability of human, financial and material resources;
- Translate the corrective measures defined to achieve the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) into concrete and continuous management actions.

5 CONCLUSIONS AND RECOMMENDATIONS

The mission concludes that the State Party and its partners, notably, the Buganda Kingdom, have achieved a remarkable feat in completing the reconstruction of the Muzibu Azaala Mpanga and the Bujjabukula at the Tombs of Buganda Kings at Kasubi World Heritage property, despite the many obstacles that they faced along the way. The reconstruction process has not only led to the reinstatement of the Muzibu Azaala Mpanga but has also revitalized rites, rituals and customs, and thereby strengthened the Outstanding Universal Value of this World Heritage property.

The installation of a functioning firefighting system, and the current project to develop guidelines for development control of the buffer zone contribute to the safeguarding of the OUV of the property, its authenticity, integrity and its setting. The State Party and its partners, including international funding partners, are to be congratulated.

The mission concludes that the corrective measures to achieve a Desired state of conservation for removal of the property from the List of World Heritage in Danger (DSOCR) have been sufficiently completed to allow the DSOCR to be met.

This does not mean that the state of conservation of the property or its protection and management is ideal. Much work is required to continue to improve the property's state of conservation and its preservation and presentation.

The State Party is encouraged to implement urgent short-term maintenance actions, specifically completion of risk protection measures, repair of the courtyard landscaping, removal of temporary fences, installation of the courtyard reed fence and in the process mitigating the negative visual impact of the firefighting equipment installed in the courtyard. The decoration of the interior of the Muzibu Azaala Mpanga should continue unabated and with speed. During this process all prescribed traditional and appropriate rituals and customs should be observed. The mission recommends that these actions all be undertaken before the property is opened to the public.

The State Party is in the process of upgrading the management plan for the property. This is an opportunity to switch gears from managing a 'closed' property undergoing a process of reconstruction to managing a dynamic living and open property. This means that the updating of the management plan should be seen as an opportunity to set out an appropriate management system, integrate disaster risk management into the management plan, align the management plan with the extent master plan and harmonize it with the buffer zone guidelines currently under development. Tourism management should be a cornerstone of the new management plan and measures to define maximum carrying capacities need to be developed urgently.

This report contains many recommendations to the State Party, the most important of which are:

State of conservation

- Implement short term conservation and maintenance actions specifically at to the courtyard, its landscaping and its enclosure by reed fence and the “Enyumba za Balongo”;
- Complete with urgency the decoration of the interior of the Muzibu Azaala Mpanga while fully observing all rituals and customs;
- Implement measures to ensure the long-term sustainable availability of human, financial, and material resources, specifically spear grass, for the long-term maintenance of the property;
- Plan for longer-term restoration work to the other structures in the property as outlined in the Master Plan (2018-2028) as part of an updated management and master plan.

Risk Prevention Strategy

- Ensure a maintenance contract for the firefighting system is entered into;
- Implement regular disaster risk training with specific focus on firefighting;
- Always ensure that two trained fire marshals are present at the property;
- Enter discussions with the Kampala Capital City Authority to identify a location outside the property for the construction of a neighbourhood fire station;

- Plan for allocated budgets and install a pump to the borehole as water source for the firefighting system and provide electrical generator as backup power for the firefighting system.

Protection and management

- Continue the process of updating the management plan ensuring that knowledge and expertise and communication and coordination structures developed during the reconstruction process are embedded in an updated management system;
- Translate the corrective measures defined for the removal of the property from the World Heritage listing danger into management actions to be implemented continuously for the protection and management of the tangible and intangible attributes of the property;
- Ensure the adoption by the Kampala Capital City Authority of guidelines for the buffer zone and wider setting once complete;
- Harmonize the new management plan with the Master Plan (2018-2028) and buffer zone development guidelines currently under development;

Presentation

- Develop and implement a tourism management plan for the property before it is opened for visits by the general public.

The mission concluded that the reduced level of threats to the property may warrant the property being removed from the List of World Heritage in Danger.

ANNEXES

- Annex A: Retrospective Statement of Outstanding Universal Value (RSOUV) for the property
- Annex B: Adopted DSCOR and corrective measures for the property (Decision **35 COM 7A.17**)
- Annex C: Mission Terms of Reference
- Annex D: Composition of the mission team
- Annex E: Decision 44 COM 7A.4 of the World Heritage Committee (Fuzhou, 2021)
- Annex F: Desired state of conservation for the removal of the property from the World Heritage List in Danger (DSOCR) and corrective measures adopted by the World Heritage Committee in its Decision 35 COM 7A.17 (2011)
- Annex G: Itinerary and programme
- Annex H: List of people and organizations engaged in during the mission
- Annex I: Maps
- Annex J: Photo-record

Annex A: Retrospective Statement of Outstanding Universal Value (RSOUV) for the property

Tombs of Buganda Kings at Kasubi

The Tombs of Buganda Kings at Kasubi constitute a site embracing almost 30 ha of hillside within Kampala district. Most of the site is agricultural, farmed by traditional methods. At its core on the hilltop is the former palace of the Kabakas of Buganda, built in 1882 and converted into the royal burial ground in 1884. Four royal tombs now lie within the Muzibu Azaala Mpanga, the main building, which is circular and surmounted by a dome. It is a major example of an architectural achievement in organic materials, principally wood, thatch, reed, wattle and daub. The site's main significance lies, however, in its intangible values of belief, spirituality, continuity and identity.

Outstanding Universal Value

Brief synthesis

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

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

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

At its core on the hilltop is the main tomb building, locally referred to as the "Muzibu-Azaala-Mpanga" which is a masterpiece of this ensemble. A tomb building has been in existence since the 13th century. The latest building was the former palace of the Kabakas of Baganda, built in 1882 and converted into the royal burial ground in 1884. Four royal tombs now lie within the Muzibu-Azaala-Mpanga.

The main tomb building, which is circular and surmounted by a dome, is a major example of an architectural achievement that was raised with use of vegetal materials comprised of wooden poles, spear grass, reeds and wattle. Its unusual scale and outstanding details bear witness to the creative genius of the Baganda and as a masterpiece of form and craftsmanship, it is an exceptional surviving example of an architectural style developed by the powerful Buganda Kingdom since the 13th Century.

The built and natural elements of the Kasubi Tombs site are charged with historical, traditional, and spiritual values. The site is a major spiritual centre for the Baganda and is the most active religious place in the kingdom. The structures and the traditional practices that are associated with the site are one of the exceptional representations of the African culture that depict a continuity of a living tradition. The site's main significance lies in its intangible values of beliefs, spirituality, continuity and identity of the Baganda people. The site serves as an important historical and cultural symbol for Uganda and East Africa as a whole.

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

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

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

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

Integrity (2010)

The boundary of the land on which the tombs are located is clearly marked with the traditional bark cloth tree (*Ficus* sp.) and coincides with the 1882 traditional boundary. The live markers have been useful in keeping away land encroachers for housing construction and other developments, thus maintaining the original land size. The architectural palace design that comprise of the placement of the buildings, and tombs/ grave yards of members of the royal family around the Muzibu-Azaala- Mpanga reflecting the traditional palace structure is still being maintained in its original ensemble.

Although the recent fire tragedy, that destroyed the main tomb building, means that one key attribute is now missing, the cultural traditions associated with building in poles, spear grass, reeds and wattle are still vibrant and will allow the recreation of this tomb building.

The other traditional structures are still in place and the key attributes related to traditional ceremonial and religious practices and land tenure and land use practices are still being maintained.

Authenticity (2010)

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

Protection and management requirements (2010)

Managed by the Buganda Kingdom, the property was gazetted a protected site under Statutory Instrument No. 163 of 1972 and under Historical Monument Act (Act 22 of 1967). This legal status was further strengthened by the National Constitution (1995). The Historical Monument Act protects the Kasubi Tombs from residential encroachment or any other purpose inconsistent with its character. The land that hosts the Tombs is titled under the Land Act (1998). The land title is registered in trust of the Kabaka (King) on behalf of the Kingdom.

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

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

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

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

Annex B: Adopted DSCOR and corrective measures for the property (Decision 35 COM 7A.17)

Desired state of conservation for the removal of the property from the World Heritage List in Danger:

- a) Completion of appropriate reconstruction of the Muzibu Azaala Mpanga, including an effective and appropriate fire protection system and taking into account the results of a survey of the traditional building practices of the other Gandan tombs, and the restoration of the related buildings associated with Ganda craftsmen,
- b) Existence of a disaster risk management strategy including installation of an effective fire protection system for the whole of the property,
- c) Measures in place to ensure the vitality of the property is sustained through the transfer of knowledge to future generations,
- d) Conservation of the key attributes of the overall property, including fences and boundary trees, and the removal of inappropriate buildings,
- e) Management structures in place to ensure that the custodians and craftsmen have appropriate living and working conditions,
- f) Adoption of an overall Master Plan for the property;

Corrective measures and timetable to restore the integrity and authenticity of the property, following the destruction of the Muzibu Mzaala Mpanga, and meet the Desired state of conservation:

- a) Initiate a research project to document traditional building materials and techniques of Ganda tomb buildings,
- b) Reconstruct the Muzibu Mzaala Mpanga and fully document the process, including details of all materials and their sources and associated ceremonies and make this material publically available - End of 2012,
- 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,
- d) On-going implementation of the Management Plan over a two-year period,
- e) Improve the role and profile of custodians and craftsmen in relation to their knowledge of traditional practices - December 2011,
- f) Develop and fully implement a disaster risk management strategy,
- g) Develop a capacity building strategy;

TERMS OF REFERENCE

Joint World Heritage Centre/ICOMOS Reactive Monitoring mission

Tombs of Buganda Kings of Kasubi– Uganda

11-14 June 2023

Following the destruction by fire of the Mazibu-Azaala-Manga at the Tombs of Buganda Kings of Kasubi World Heritage property in 2010, the World Heritage Committee placed the property on the List of World Heritage in Danger (Decision **34 COM 8C.1**). The following year, the World Heritage Committee adopted a Desired state of conservation for the removal of the property from the World Heritage List in Danger (DSOCR) and a set of corrective measures (Decision **35 COM 7A.17**).

At its 44th session in Fuzhou, China (Online 2021), the World Heritage Committee requested the State Party of Uganda to invite a joint World Heritage Centre/ICOMOS Reactive Monitoring mission to the Tombs of Buganda Kings of Kasubi World Heritage property “to review the current state of conservation and evaluate whether the conditions for the removal of the property from the List of World Heritage in Danger have been met (Decision **44 COM 7A.4**).

In response to the letter of invitation by the State Party dated 14 April 2023, a joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission to the property is planned to be carried out from 11-14 June 2023. The mission will therefore review the state of conservation of the property by undertaking sites visit to:

- The Tombs of Buganda Kings at Kasubi World Heritage property,
- Buffer zone of the Tombs of Buganda Kings at Kasubi World Heritage property, especially Masiro and Hoima Roads.

In response to the Committee’s Decision **44 COM 74.4**, the purpose of the mission is to “review the current state of conservation and evaluate whether the conditions for the removal of the property from the List of World Heritage in Danger have been met”. For that, the mission will also hold meetings with the relevant national and local authorities of the Government of Uganda, and other relevant stakeholders, including:

- Buganda Kingdom
 - Women who live on the site
 - Katikiro (owners/custodians of the site)
 - Bataka (neighbours of the site)
- Local Council (Local Council I)
- Central Government
 - Ministry of Tourism and Antiquities
 - Kampala City Authorities

These meetings will discuss the state of conservation of Tombs of Buganda Kings at Kasubi, the progress realized in implementing the corrective measures and the effective management mechanisms put in place to sustain the Outstanding Universal Value of the property.

Based on discussions, documents received and site visits, the mission will examine the progress made in implementing the correctives measures to achieve the Desired State of Conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) approved by the Committee in the Decisions **35 COM 7A.17**, **42 COM 7A.16** and **44 COM 7A.4** as well as recommendations made by the 2015 joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring mission, and particularly:

1. Assess the progress made in achieving the Desired state of conservation for the removal of the property from the World Heritage List in Danger (DSOCR) for the property through the implementation of the adopted corrective measures (Annex 2);
2. Assess the status and progress of the reconstruction restoration of the Bujjabukula (gate house);
3. Assess the progress made to implement the Committee's Decision 42 COM 7A.16 that requested the development of guidelines for the property's buffer zone to assess and align the development of the buffer zone with the OUV of the property, using, if necessary, the approach carried by the Recommendation on the Historic Urban Landscape (2011);
4. Assess the progress made in implementing the corrective measure and establish if the conditions for removal of the property from the World Heritage List in Danger have been met;
5. In line with paragraph 173 of the Operational Guidelines, assess any other relevant conservation issues that may impact the OUV of the property, including the conditions of integrity and protection and management.

The State Party should facilitate necessary field visits to key locations in relation to the above objectives. The mission should hold consultations with the Ugandan authorities at the national, regional and local levels. In addition, the mission should hold consultations with a range of relevant stakeholders, including representatives of the management authority, non-governmental organizations (NGOs), Local communities and relevant scientists and experts.

In order to ensure adequate preparation for the mission, the State Party should provide the following items, with confirmation on the status of these documents, to the World Heritage Centre as soon as possible:

1. An overview of the progress made in the implementation of the corrective measures to achieve a Desired state of conservation for the removal of the property from the World Heritage List in Danger (DSOCR), including a report on the past research project to document traditional building materials and techniques of Ganda tomb buildings, the on-going implementation of the Management Plan over a two-year period, and the capacity building strategy;
2. A report on progress made on the implementation of the Master Plan for the property;
3. An outline report on the progress on the amendment of the Kampala Physical Development Plan to align it with the property's Master Plan;
4. A draft report on the development of guidelines for the property's buffer zone to assess and align the development of the buffer zone with the OUV of the property, using, if necessary, the approach carried by the Recommendation on the Historic Urban Landscape (2011);
5. A summary of the protective and management system of the property, including the legislative environment.
6. Any other material related to the property's state of conservation which would facilitate the mission's work.

Please note that additional information may be requested from the State Party and key stakeholders during the mission.

Based on the assessment of available information and discussions with the State Party representatives and stakeholders, the mission will develop recommendations to the World Heritage Committee regarding the status of the property in line with the Committee Decision (**44COM 7A.4**) and provide guidance on further recommended actions for the conservation of the property's OUV, including its conditions of integrity. It should be noted that recommendations will be provided in the mission report and not during the course of the mission.

The mission will prepare a report on the findings and recommendations of this Reactive Monitoring mission as soon as possible after the completion of the mission, following the standard format, for review by the World Heritage Committee at its Extended 45th session in Riyadh (Saudi Arabia, 2023).

Annex D: Composition of the mission team

The mission was executed by:

Mr. Lazare Eloundou Assomo – *Director, UNESCO World Heritage Centre*

Ms. Alyssa Barry – *UNESCO*

Dr. Nicholas Clarke – *ICOMOS*

Annex E: Decision 44 COM 7A.4 of the World Heritage Committee (Fuzhou, 2021)

Tombs of Buganda Kings of Kasubi (Uganda)

The World Heritage Committee,

1. Having examined Document WHC/21/44.COM/7A,
2. Recalling Decision **43 COM 7A.56**, adopted at its 43rd session (Baku, 2019),
3. Acknowledges the State Party's continued engagement of the World Heritage Centre and the Advisory Bodies in developing instruments and approaches to safeguarding the Outstanding Universal Value (OUV) of the property;
4. Thanks the Governments of Norway and Japan for their financial support to the property;
5. Welcomes the continued progress that the State Party has made in responding to previous Committee decisions, in the reconstruction of the Mazibu-Azaala-Mpanga and the restoration of the Bujjabukula (gate house), as well as towards achieving the Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) to date;
6. Expresses its solidarity with the State Party for the fire that occurred at the property on 5 May 2020, and notes with concern the damage caused to the "Enyumba za Balongo", one of the three deity houses at the property;
7. Also notes the State Party's commitment to developing development guidelines for the property's buffer zone, and recommends the State Party to engage with the World Heritage Centre and Advisory Bodies in this process, guided by the approach carried by the Recommendation on the Historic Urban Landscape (2011), as well as encourages the State Party to mobilize funds (through International Assistance for example) to facilitate the activity and submit the completed guidelines to the World Heritage Centre for review by the Advisory Bodies;
8. Requests the State Party to implement the Master Plan and amend the Kampala Physical Development Plan to align it with the property's Master Plan and buffer zone development guidelines, once the latter have been completed and reviewed by the Advisory Bodies;
9. Also requests the State Party to:
 1. Complete the reconstruction of the Mazibu-Azaala-Mpanga and consider augmenting the surviving collection of power insignia that was recovered from the building following the fire of 2010,
 2. Submit further details for the restoration project of the Bujjabukula (gate house), for review by the World Heritage Centre and the Advisory Bodies, specifically on details that have not yet been agreed to, especially relating to the roof pitch, introduction of contemporary technologies and infrastructure in the structure,
 3. Install with urgency the firefighting infrastructure for the Mazibu-Azaala-Mpanga and its ceremonial courtyard and buildings for which agreement has already been reached with the World Heritage Centre and the Advisory Bodies, and also develop proposals to extend the firefighting infrastructure to include buildings beyond the court yard around the Mazibu-Azaala-Mpanga, and submit these proposals to the World Heritage Centre for review by the Advisory Bodies,
 4. Submit final details of the development guidelines for the buffer zone along with all infrastructure upgrade projects, including transport infrastructure, planned for the buffer zone of the property to the World Heritage Centre for review by the Advisory Bodies;
10. Further requests the State Party to submit an update of the matrix with a timeframe and work plan for the implementation of the corrective measures to achieve the DSOCR to the World Heritage Centre for review by the Advisory Bodies;
11. Requests furthermore the State Party to invite a World Heritage Centre/ICOMOS reactive monitoring mission to the property to review the current state of conservation and evaluate whether the conditions for the removal of the property from the List of World Heritage in Danger have been met;
12. Finally requests the State Party to submit to the World Heritage Centre, by **1 February 2022**, 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 45th session;

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

Annex F: Desired state of conservation for the removal of the property from the World Heritage List in Danger (DSOCR) and corrective measures adopted by the World Heritage Committee in its Decision 35 COM 7A.17 (2011)

Desired state of conservation for the removal of the property from the World Heritage List in Danger:

- a) Completion of appropriate reconstruction of the Muzibu Azaala Mpanga, including an effective and appropriate fire protection system and taking into account the results of a survey of the traditional building practices of the other Ganda tombs, and the restoration of the related buildings associated with Ganda craftsmen,
- b) Existence of a disaster risk management strategy including installation of an effective fire protection system for the whole of the property,
- c) Measures in place to ensure the vitality of the property is sustained through the transfer of knowledge to future generations,
- d) Conservation of the key attributes of the overall property, including fences and boundary trees, and the removal of inappropriate buildings,
- e) Management structures in place to ensure that the custodians and craftsmen have appropriate living and working conditions,
- f) Adoption of an overall Master Plan for the property;

Corrective measures and timetable to restore the integrity and authenticity of the property, following the destruction of the Muzibu Mzaala Mpanga, and meet the Desired state of conservation:

- a) Initiate a research project to document traditional building materials and techniques of Ganda tomb buildings,
- b) Reconstruct the Muzibu Mzaala Mpanga and fully document the process, including details of all materials and their sources and associated ceremonies and make this material publically available - End of 2012,
- 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,
- d) On-going implementation of the Management Plan over a two-year period,
- e) Improve the role and profile of custodians and craftsmen in relation to their knowledge of traditional practices - December 2011,
- f) Develop and fully implement a disaster risk management strategy,
- g) Develop a capacity building strategy;

Annex G: Itinerary and programme

TENTATIVE PROGRAMME FOR THE UNESCO/ ICOMOS REACTIVE MISSION TO KASUBI WORLD HERITAGE SITE

11-14 June 2023

Day	Details	Activity	Time	Venue	Remarks
Sun 11	International travel of the ICOMOS and WHC Experts	Pick up of the team from Entebbe International Airport	Time to be communicated	Entebbe International Airport	Bookings to be made by the SP
Mon 12	Meeting with the Stakeholders in Kampala and Site visit	Meeting with the Permanent Secretary and Technical team at the Ministry of Tourism, Wildlife and Antiquities+ UNATCOM + Ag CMM	9:30am – 10:30am	MTWA Offices	Discuss mission objectives and , proposed guidelines for the buffer zone and management plan
		Break tea	10:30am -10:45am	MTWA offices	
		Drive to Kasubi	10:45 am - 11:15am		
		Site visit	11:15am - 1:00pm	Kasubi Tombs	Site assessment
		Lunch	1.00pm – 2.00pm	TBD	Lunch
		Meeting with the custodians of the site (wives, custodians, etc) and NTC members	2:30pm-3:30pm	Kasubi Tombs	Discussions on safeguarding the site and their understanding of the firefighting system (community-trained fire team)
		Meeting with the people around the site/ walking around buffer zone	3.30 pm – 4.30 pm	Kasubi Tombs	
		Site visit again	4:30pm-5:30pm	Kasubi Tombs	
		Drive to Hotel	5:30pm -6pm	Hotel	
Tues 13	Meeting with the Community, and the Kingdom	Community and Stakeholders Meeting	9:00am – 11am	Kasubi tombs	Management, Tourism, Community Benefits and participation (BHTB, KCCA, Minister of Culture, Reconstruction committee)
		Meeting with Oweki. Katikiro (Buganda Kingdom)	11 – 12am	Bulange-Mengo	Discussions about site management and its promotion
		Lunch	12pm-2pm	TBD	Lunch
		Meeting with His Majesty the Kabaka	2.00pm – 3.00pm	TBD	Governance and other issues
Wed 14	Debriefing for all stakeholders in Kampala, Press conference	Meeting with Ag CMM on strategies regarding management and protection	8:15 am -9:00	Museum	Discussions and way forward of the site
		Debrief with Ministry staff, Kasubi staff, UNATCOM, Kingdom	9:30am – 12:00pm	MTWA Offices	Presentation by the Mission Team

	and Departure	representative and other key Stakeholders			
		Press Conference at the media center (a media brief to be submitted by Enathe 2 weeks earlier)	12:00pm - 1:00pm	Media center	Local Journalist, UNESCO Journalist?
		Lunch	1:00pm-2:00pm	TBD	
		Packing and Travel to Airport			Hotel in Kampala

Annex H: List of people and organizations engaged in during the mission



MINISTRY OF TOURISM, WILDLIFE AND ANTIQUITIES
2ND FLOOR, RWENZORI TOWERS

P. O. BOX 4241, KAMPALA, UGANDA

MEETING OF THE UNESCO/ICOMOS REGIONAL RESERVE MISSION TO

KASUBI WORLD HERITAGE SITE

Venue: MINISTRY BOARDROOM Date: 12/06/2013

Sn	Name	Organization	Email	Tel: No	Signature
	Nsubuga Ayub	Kingdom of Buganda	kingdomofbuganda@gmail.com	0772069574	<i>Nsubuga Ayub</i>
	Albert Kasizza	Buganda APC	albert.kasizza@gmail.com	0703320814	<i>Alfred Kasizza</i>
	Mel. V. C. Nsubuga	PM	mel.arch@gmail.com	0752130087	<i>Mel. V. C. Nsubuga</i>
	THOMAS HALLARD	UNESCO	t.hallard@unesco.org	43577387378	<i>Thomas Hallard</i>
	Doreen Silver Karugineza	MTWA/PS	doreen.karugineza@gmail.com	0172419908	<i>Doreen Silver Karugineza</i>
	CHRISTOPHER	MTWA/DMM	christophersilver@gmail.com	0775587261	<i>Christopher Silver</i>
	Alyssa K. Barry	UNESCO	alyssa.k.barry@unesco.org	23-061271836	<i>Alyssa K. Barry</i>
	NICHOLAS CHAPPE	ICOMOS	nicholas.chappe@icomos.org	78164780	<i>Nicholas Chappe</i>
	LAZARE ELONDU ASSOMO	UNESCO	lazare.elondu@unesco.org	9060	<i>Lazare Elondu Assomo</i>
	Jacqueline Nyirayiza	MTWA/DMM	nyirayiza.jacqueline@gmail.com	0772644397	<i>Jacqueline Nyirayiza</i>
	Manga Lyadde	MTWA	manga.lyadde@gmail.com	0772644397	<i>Manga Lyadde</i>
	George Owejesire	MTWA	owejesire.g@gmail.com	077322881	<i>George Owejesire</i>
	Catherine Nyanjo	MTWA	catherine.nyanjo@gmail.com	0782459093	<i>Catherine Nyanjo</i>
	Pauline Nyanjo	MTWA/DMM	nyanjopauline@gmail.com	0774785833	<i>Pauline Nyanjo</i>

UNESCO/ICOMOS MISSION CALL TO THE KATI KIROI 13/6/2023

No.	Name	Organisation	Phone number & email	Signature
1	TWATHA KICUNDU KATWANGA	ICAC	077252235	[Signature]
2	ROBERT WABANI NUBIRA	2ND KAKIWI	7252808601011	[Signature]
3	JACKIE NYIRAYIZA Besigye	MJWA/DMM	0772644397	[Signature]
4	NALINNYA CAROL	BHTB	0705 051 057	[Signature]
5	HAJIB NUBAGA	MINISTRY OF CULTURE	0772069574	[Signature]
6	THOMAS MALCARD	UNESCO	t.mallard@unesco.org	[Signature]
8	Lukwago Denis	MITIA	lukwago@mitia.org	[Signature]
9	AVY V.C. NUBAGA	PU / MACHUKU	mel. avl e gmail. ca	[Signature]
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19	PATRICK LWAGA MUGUMBI	SPEAKER	0762721030	[Signature]
20	MUJIZA AZIZI	Planning officer	0708504100	[Signature]
21	Peter S.S. Zalle	Buganda Kingdom	20842272	[Signature]
22	SSEMUNA Des Nubas Banda	Protocol	0753522282	[Signature]
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24	Habunya Mbejjo Iworia	PAIDK	07089330	[Signature]

Attendance Sheet



THE REPUBLIC OF UGANDA

MINISTRY OF TOURISM, WILDLIFE AND ANTIQUITIES
2ND FLOOR, RWENZORI TOWERS

P O BOX 4241, KAMPALA, UGANDA

MEETING OF THE UNESCO MISSION TO UGANDA ON

THE ASSESSMENT OF KASUBI TOMBS

Venue: MUNA [REDACTED] Date: 14/06/2023

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9.					
10.					
11.					
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Attendance Sheet



MINISTRY OF TOURISM, WILDLIFE AND ANTIQUITIES
 2ND FLOOR, RWENZORI TOWERS
 P O BOX 4241, KAMPALA, UGANDA

MEETING OF THE UNESCO MISSION TO UGANDA ON THE

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Venue: Miwa (P.O. Box 4241) Date: 14/06/2023

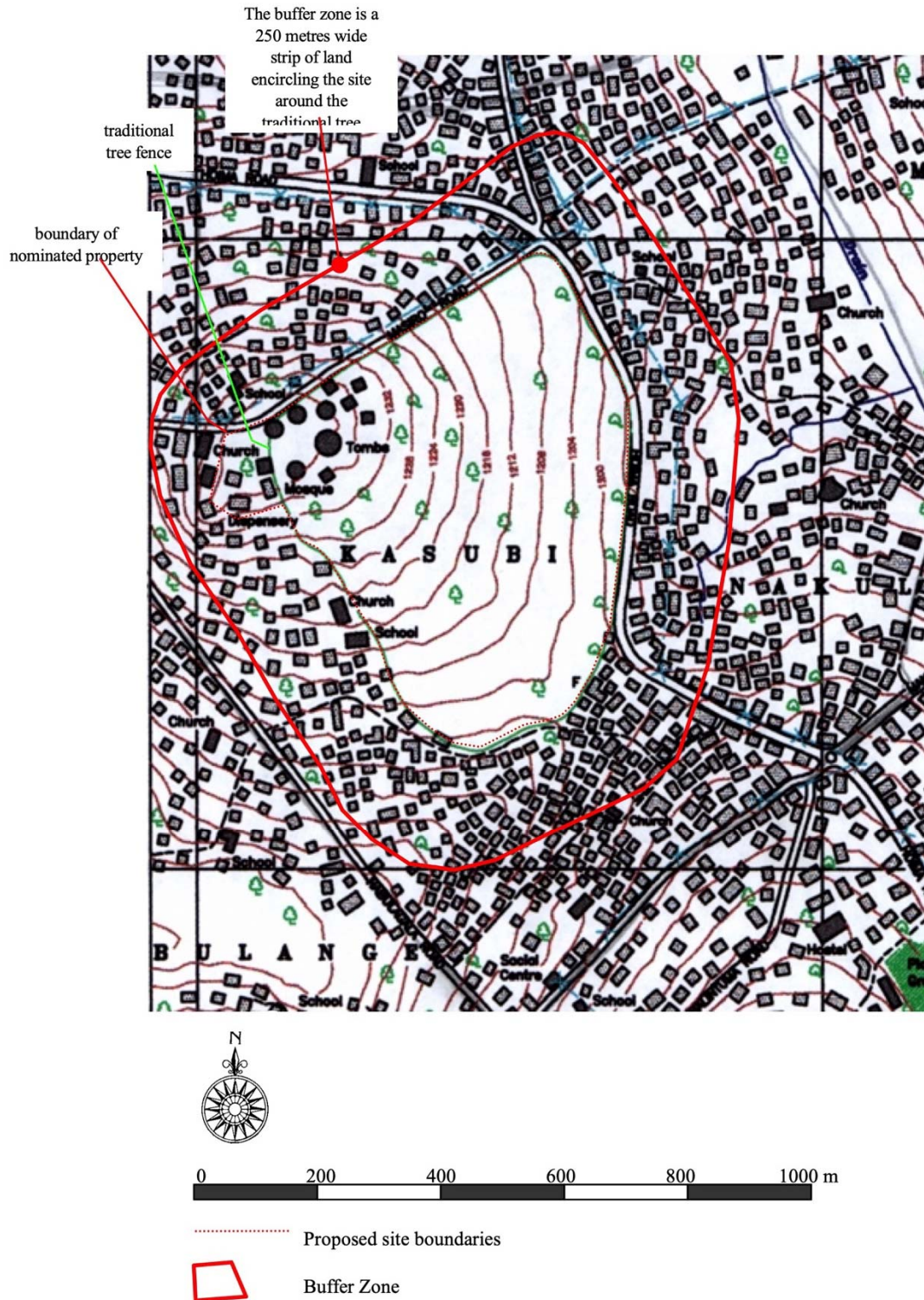
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7.					
8.					
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10.					
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12.					

Annex I: Maps

Boundary of nominated property and buffer zone (2010)

Boundary of nominated property and buffer zone.

Plan scale 1/10 000



Annex J: Photo-record

Bujjabukula



Entrance of the Bujjabukula



Ceiling rings (ancients and news)



Heat detector

Entrance/Courtyard



Drum House



Nnalinys' houses



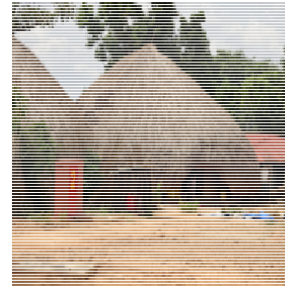
House



Courtyard Floor



Nnalinys in front of the Muzibu Azaala Mpanga



House

Muzibu Azaala Mpanga



Front view of the Muzibu Azaala Mpanga



Interior of the Muzibu Azaala Mpanga



Scaffolding in the interior



Traditional builders finalizing the ceiling

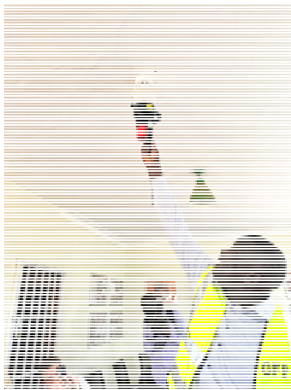


Group picture under the ceiling



Traditional builders

Firefighting System



Activation of the fire alarm



Pump House



Underground water tank



Rollout of hose reel



Test of hose reels on the Muziibu Azaala Mpanga



Nnalin yas testing the hose reels on the Muziibu Azaala Mpanga



Nnalin yas testing the hose reels on the Muziibu Azaala Mpanga



Nnalin yas testing the hose reels on a house



Fire hydrant



Fire hydrant and extinguishers



Fire hydrant and extinguishers



Extinguisher

Backyard



Unfinished fence



Earthen house



Team walking through the garden



Houses in the backyard



Vegetation



Planting of trees

Buffer zone



Team and stakeholders walking through the buffer zone



Boundary wall



Sanitation issues in the buffer zone



Hoima Road



Inside the buffer zone



Multi-storey building under construction inside the buffer zone



Multi-storey building under construction inside the buffer zone



Boundary wall from Hoima road



New tomb in front of the property's entrance

Meetings with stakeholders



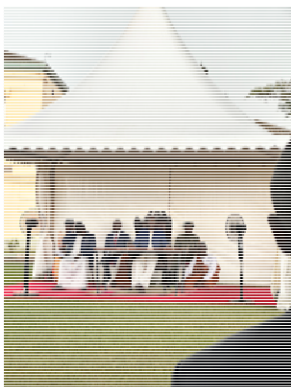
Meeting with custodians and NTC members



Meeting with custodians and NTC members



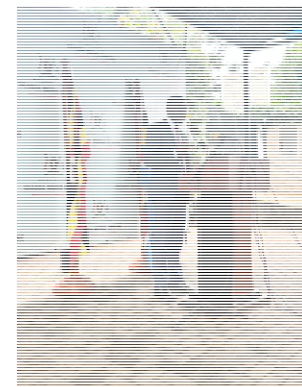
Meeting with the Department of Museums and Monuments team and representative of UNESCO Nairobi Regional Office



Meeting with his Majesty the Kabaka



Press conference



Press conference



Discussion with the Nnalinyas



Debriefing meeting with the Department of Museums and Monuments team and Project Architect